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The contents of the NATIONAL MUNICIPAL REVIEW are indexed in the *Engineering Index Service*, the *Index to Legal Periodicals*, the *International Index to Periodicals* and in *Public Affairs Information Service*.

The League's Business

Bouquet for the League's President

Vital Speeches of the Day in its issue of February 1st reprinted in full President Dykstra's address before the American Political Science Association at Columbus. In a letter addressed to Mr. Dykstra, Mr. Thomas F. Daly, editor of *Vital Speeches*, said, "It is the longest speech we have printed in the four years of the existence of the magazine. It seems to warrant this distinction. It is a really fine document." The address was headlined in the magazine above such speech-making competitors as President Roosevelt, Senator Robert A. Taft, and others of prominence.

A Tribute to Murray Seasongood

"Cincinnatus," whose column appears daily in the *Cincinnati Post*, has recently paid a well earned tribute to Murray Seasongood, first mayor of Cincinnati under its city manager charter and former president of the National Municipal League. He says: "A generation has grown up that doesn't remember Murray Seasongood taking up single-handed to wrestle with the civic corruption in the city. That was in 1923. When nearly everybody was happy with the way things were going here (you scratch my back, I'll scratch yours) he preached discontent against the established political order. . . .

"Though the party leaders considered Seasongood only a passing phase, in a year there was a revolution here. There was enacted the new charter by which the local system was to be torn up by the roots. In another year the first nonpartisan, city manager government was elected by proportional representation and through the subsequent fourteen years this government has stood and given the city an honorable name.

"Cincinnatus gets reminiscent upon reading that Murray Seasongood is making speeches for P. R. against which an election has been called for June 6th. Cincinnatus himself will follow the Original Pioneer."

League's Secretary on New York State Civil Service Commission

Governor Lehman of New York State has appointed Howard P. Jones, secretary of the League, as a member of the New York State Civil Service Commission. The appointment, which was a surprise to political leaders throughout the state, was confirmed in the Senate by unanimous vote.

National Municipal Review

Editorial Comment

Lucky "13" for Kansas City?

FOR thirteen unlucky years friends of good government and advocates of the council-manager form of government have been embarrassed by the argument that the manager plan had failed in big (400,000) Kansas City, Missouri.

Time and again it was charged that in Kansas City there was an alliance between vice, crime, and the law enforcement agencies, that the spoils system flourished, that social conditions prevailed which would be a disgrace to any city, that city employees had to "kick back" to the political machine certain percentages of their salaries and to work for the machine at crooked elections, that political favoritism and persecution were notorious, and so on and on.

Informed persons in and out of Kansas City did not deny these charges. The manager was a hand-picked local man whose conception of his job was that he represented the machine rather than the nebulous element called "the people."

Of course there are other American cities where, in some degree, the same undesirable conditions exist. But one reason the case of Kansas City has been dramatic is that it is unusual to find a manager plan city which is poorly, wastefully, and crookedly administered. Cincinnati, which adopted the same form of government in the same year, has emblazoned a brilliant and contrasting record, rising to the heights of municipal accomplishment while Kansas City was descending to the

depths. The very fact that Kansas City seems to be the only "horrible example" which opponents of the manager plan can find among almost five hundred can be interpreted in no other way than as a recognition that it is the exception which proves the rule. We have come to expect so much of a sound *form* of government that we are prone to consider it automatic.

In a democracy no form of government can be automatic. If it is possible to corrupt, deceive, or dominate a majority of a population, the result will be pretty much the same under any form of government.

Under its standards, the International City Managers' Association had to recognize Kansas City as a manager plan city even though the association was aware that the apparently sound charter was ignored except in so far as it suited the convenience of the machine to observe its provisions.

But with councilmen elected from machine-dominated districts, with thousands of fraudulent registrations and votes, with support purchased by jobs and favors, and foes cowed by threat of violence and discrimination, there existed a situation which was discouraging to those who had the courage to fight "the boss."

It is improbable that any other city has ever been so completely dominated by as thorough-going a political machine. This machine depended not alone on the volunteer work of the thousands upon thousands of

public jobholders; it was distinctly big business all the way down the line. It had its fingers in more businesses than probably ever will be known. The big boss himself owned the company which had the lucrative garbage collection contract. Any contractor or other outfit which wanted city business had to be "right." Saloon keepers bought the "right" beer, liquor, and soda. All manner of businesses knew it was "right"—or at least safer—to come through with campaign contributions. It was all very complicated and big.

The power of the big boss extended through his own state and beyond until, as the end neared, even a hand-picked United States senator was trying desperately to save him. So, fantastically, it wasn't for graft and the corruption of Kansas City's democratic processes that Boss Thomas J. Pendergast finally was started on his way to prison. The federal government was the only agency big enough to reach him—through the charge that he evaded payment of income taxes on his ill-gotten gains. It was significant, however, that the judge, in sentencing him, took notice that "the city and county which he has dominated have been governed with indescribable corruption and dishonesty."

Of course the boss is trying to put another Pendergast, his nephew, into power. Of course the old machine is taking steps to be (or at least look) virtuous. The mayor, who after all is only one member of a council of nine which has long violated provisions of the charter, has taken emergency control, appointed his own secretary as acting manager, and is getting much favorable publicity for himself and his city by cleaning things up.

Kansas City has a model nonpartisan charter. The key to the whole situation is the popularly elected council. On it rests the responsibility for framing policies and choosing the kind of manager Kansas City needs and deserves. Election by proportional representation might be the safest and surest way to end boss rule, as it did in Cincinnati.

Kansas City is a big, robust, vigorous metropolis. Its people are not essentially different from people in general—the people of Cincinnati, for example. They've just been traveling in bad company which now is in prison, on its way there, or sufficiently cowed to provide the first opportunity in years to elect a good council which will stand on its own feet and do a nonpartisan, non-spoils job.

Philadelphia: Bed of Bossism

FOR generations Philadelphia, third largest city in the United States, has suffered from the domination of political spoils machines. It has been "good hunting" for those who wanted to write books and articles depicting bossism at its worst.

Of course there is as high a percentage of civic decency among unorganized Philadelphians as there is anywhere—people desirous of breathing new life with local application into such symbols as the Liberty

(Continued on Page 464)

State Trade Barriers— Portents to National Prosperity

By THOMAS S. GREEN, Jr., *Council of State Governments*

Passage of discriminatory legislation against out-of-state products likened to similar discriminations and reprisals preceding economic breakdown at close of Revolutionary War.

HUNDREDS of trade barriers are today obstructing the free flow of commerce among the states. Laws and regulations which in practice violate the principle underlying the commerce clause of the constitution are found on the statute books of most, if not all, of the states, and among many of their administrative rulings. They are enforced under the state police, taxation, proprietary, and general regulatory powers, and affect persons and products moving in interstate commerce. They operate to subsidize local producers and distributors, and tend to stimulate political and economic sectionalism.

A trade barrier is the counterpart on the national scene of a tariff wall erected against international trade. "It is a statute, regulation, or practice which operates or tends to operate to the disadvantage of persons, products, or commodities coming from sister states, to the advantage of local residents and industries."¹ It usually tends to encourage exports, restrict imports, and protect the domestic market from out-of-state competition.

The economic breakdown that attended the close of the Revolutionary War offers a disturbing parallel

to the present situation. During the years between the war and the adoption of the constitution, the states played the part of small independent nations, jealously protecting their own industries and indulging in vicious discriminations and reprisals. New York levied tariffs on New Jersey vegetables, chickens, and eggs; New Jersey retaliated by taxing New York's Sandy Hook lighthouse \$1,800 a year. Connecticut merchants entered into a written compact to boycott New York City. Maryland and Virginia, Connecticut and Pennsylvania struggled respectively over the ownership of the Potomac River and the Wyoming Valley. Trade became stagnant, business languished, state hostilities reached white heat.

These trade barriers between the infant states were largely instrumental in drawing together the leaders of that period to frame a federal constitution and organize a strong central government. The large free trade area which was established, by virtue of the delegation of supreme control over interstate commerce to the national government, permitted the rapid settlement of the nation's vast unexplored territory and the development of its resources.

A century and a half after the adoption of the constitution, state trade barriers have again assumed ominous proportions. Cropping up largely since the onset of the depres-

¹S. Chesterfield Oppenheim, chairman, Advisory Council, United States Marketing Laws Survey, in a speech delivered before the National Conference on Interstate Trade Barriers, Chicago, April 5-7.

sion, they have escaped general notice until the last year or two. Yet they are diverting our economy from the traditional policy of unhampered domestic trade, and are threatening to revert us to those conditions which once played havoc with interstate harmony.

The constitution vests in Congress power "to regulate commerce with foreign nations, and among the several states, and with the Indian tribes." Chief Justice Marshall, in one of the early decisions handed down by the Supreme Court,² interpreted this clause as embodying the power to govern commercial intercourse among the states, and characterized it as "sovereign," "complete," "plenary," "absolute," and of the same scope as it would be were it vested "in a single government." He referred to inspection, quarantine, and health laws, and laws for regulating the internal commerce of a state as component parts of the mass of state legislation which is not surrendered to the national government, but, he continued, when these come in conflict with the supremacy clause, they must yield to the national power. In the absence of Congressional approval, attempts by the states to enforce their laws upon incoming goods would be clearly unconstitutional. By and large, the Supreme Court has recognized as an objective of the federal constitution the removal of barriers to commerce among the states. This responsibility has been expressed from its earliest decisions up to the present.

In only two articles of com-

merce does our constitutional system explicitly permit the states to regulate, restrict, or embargo interstate trade—intoxicating liquors and prison-made goods. The twenty-first amendment to the constitution provides that the transportation or importation into any state of intoxicating liquors, in violation of the laws thereof, is prohibited. Subsequent Supreme Court decisions, first in Young's market case and more recently in the Indianapolis Brewing Company and Joseph S. Finch cases, have left unfettered the states' powers to regulate this article, and to indulge in discrimination and retaliation against out-of-state products if it so chooses. Rivalries and reprisals have thus flared up. The Hawes-Cooper and Ashhurst-Sumner acts have accomplished the same results for prison-made goods. In this instance, Congress has, in substance, lent its power of regulation to the states in order that these goods may not compete in interstate commerce with the products of free labor.

METHODS OF REGULATION

The states, however, have no such privileged role in the regulation of other articles of commerce. But many, by subtle and indirect means, are discriminating against other commerce where they have neither the social nor legal justifications that apply to liquor or prison-made goods. This host of trade barriers, intended by and large to subsidize local industries and residents, can be classified under taxation, police, proprietary, and general regulatory powers. They are so numerous and so varied

²*Gibbons v. Ogden*, 6 Wheat., (1824).

that only a few examples can be presented.³

The taxation power is an instrument resorted to by the states to discriminate against foreign liquor and oleomargarine. Preference is given to producers of local raw materials by lower license fees, as in Alabama, where wineries using 75 per cent domestic grapes pay a \$25 license fee, as opposed to \$100 for other wineries in the state. Import restrictions are affected by higher gallonage taxes or higher distributing licenses on imported products than on the native ones. In Georgia, for example, domestic wines are taxed five to thirty cents a gallon, depending on the alcoholic content, out-of-state wines forty to sixty cents; and in Michigan a wine gallonage fee of fifty cents on out-of-state wine is reduced to four cents on wine manufactured from domestic grapes which have been purchased for at least \$55 a ton. Wholesalers in Washington pay an annual license fee of \$50 if distributing local wine, while an importer's license is \$250. These two classifications—preference to state-grown products and import restrictions—are each imposed by about twenty-five states. A comparable number of states have adopted prohibitory excise taxes on oleomargarine to protect local dairies. High fees are also levied on the manufacture of this butter substitute. But, as in the case of liquor, some dairy states diminish the tax

rate if local products are used in its manufacture.

Motor vehicles are affected by cumulative taxes as they travel through a number of states, although reciprocity in license fees is becoming more prevalent. One writer has pointed out how such taxes can become completely prohibitive, as on a five-ton truck moving from Alabama to South Carolina, which would be required to pay \$400 in Alabama, \$400 in Georgia, and \$300 in South Carolina—a total of \$1,100.

Itinerant truckers' fees, frequently making exemptions for local farmers, license fees and excise taxes on the importation of nursery stock, and use taxes without the compensatory feature comprise other types of trade barriers which rely for their effectiveness on the taxing power.

INSPECTION FEES LEVIED

The states may levy inspection fees, and this, under the police power, has been used to erect trade barriers. Dairy products, live-stock and horticultural products have thus been controlled, restricted, excluded, and at times destroyed by importing states, all supposedly to protect the general health. Connecticut, Massachusetts, and Rhode Island require registration of all dairies before they supply milk to the local market, and Pennsylvania and New Jersey issue no permits to sell milk unless the source of supply has been inspected. Such measures easily lead to barriers to protect the local dairies.

The extent of adoption of discriminations against livestock and horticultural products is evidenced by the

³The author is largely indebted to Professor Oppenheim's address before the National Conference on Interstate Trade Barriers for the following summary analysis of these barriers.

fact that about twenty-eight states require certificates testifying that stock is pest-free and disease-free, and practically all states submit the stock to further inspection on reaching its destination. Practically as many states have given general quarantine powers to their administrative authorities.

Ports of entry laws are one method of enforcing these exclusions and of restricting importations. Motor vehicles are stopped at the borders of some dozen states, often for payment of registration fees, special mileage and gasoline taxes, and the checking of equipment, weight, and insurance requirements. These ports are also used for inspection and embargo of plants, fruits, and vegetables. Kansas has set up sixty-six such ports, Nebraska thirty-one, New Mexico twenty-two, California fourteen, and others a lesser number.

General regulatory powers are implemented in the interest of safety and morals, but frequently also operate as trade barriers. Out-of-state liquor dealers may be required to qualify for a license before doing business. The maze of labeling laws constitute one of the most troublesome restrictions to producers. Proper labels are necessary for adequate regulation, but when the law calls for imprinting the state of origin, then the intent may well be to foster a "buy at home" movement. Some state laws specify what part of oleomargarine containers are to be labeled and the size and style of lettering, all of which add to the cost of marketing the product. Other states list detailed specifications for agricultural products, and seven set a maximum grade for

"fresh" eggs which can only be met by domestic hens. Maximum gross weight of trucks is subject to wide variations—from 7,000 pounds in Texas, the largest state of the union, to 120,000 pounds in Rhode Island, the smallest.

Under proprietary powers the states can not only exact compensation for ownership or proprietary interest in the highways, but make further restrictions, designed to protect resident carriers or to favor other forms of interstate transportation. Many states give preference to resident laborers and contractors, and to domestic products used on public works. Many specify that public institutions can purchase only domestic products or supplies, or stipulate that higher prices may be paid for state-produced commodities.

COURTS FAVOR HOME STATES

These four residuary state powers have been resorted to extensively to impose discriminations against out-of-state products. In a few cases their enforcement is relatively free from constitutional limitations. The states have been granted unlimited freedom in regulating the liquor business and in controlling the interstate movement of prison-made goods. In the exercise of proprietary powers, the court has announced that no constitutional limitations are encountered in giving preferential treatment to resident laborers, contractors, materials, and printing. The states are not hampered by the commerce clause in regulating highways which they own, although under federal motor vehicle legislation the states have had concurrent legislation. The federal government has gone so far

as to intervene in behalf of the dairy states in the struggle over the marketing of butter and oleomargarine by imposing an oleomargarine tax. And the use tax, with the compensatory feature, has recently been upheld in a Washington case.

But it must not be supposed that the Supreme Court has neglected the principle underlying the commerce clause or failed to condemn harmful trade barriers. In *Baldwin v. Seelig*,⁴ which involved the constitutionality of certain New York milk price-fixing provisions, Justice Cardozo opined that "a state may not place itself in a position of economic isolation . . . Neither the power to tax nor the police power may be used by the state for establishing economic barriers against competition with products of other states." And Justice Frankfurter, voiding the high Florida fee on imported cement,⁵ declared that the purpose of the state law was avowedly to keep out foreign goods and that the statute was clearly designed to circumvent what the commerce clause forbids. Burdens on interstate commerce must be indirect and unsubstantial, the Supreme Court has emphasized.

The use of state powers to promote the health, safety, and living standards of its people is not subject to criticism unless the motivation is economic protection and the enforcement leads to discrimination against other states. This parochialism has too often been expressed, however. Local producers and distributors have attempted to forestall or counteract

depression hardships. As in the international scene, state tariff walls are outgrowths of a seemingly saturated local market and of competition in these arenas with out-of-state products. Discriminatory laws have frequently led to retaliation by affected states, which in turn have stimulated counter-retaliation. This is most strikingly illustrated by the "beer wars" between Indiana and Michigan, and the retaliation by a group of middle-western states to Missouri's over-all liquor anti-discriminatory law, which was repealed this session. It is also exemplified by the "border wars" between a number of states over the regulation of foreign motor carriers.

The publicity given to this menacing development and the conferences sponsored by the Council of State Governments, particularly the National Conference on Interstate Trade Barriers held in April, have done much to stimulate interstate negotiations and corrective legislation. As a result, state and federal officials have become more acutely aware of these trade barriers and of their implications, and the public has been acquainted with the problem. But the situation will not be completely remedied until public and private citizens become imbued again with the doctrine of the free national market and realize that these barriers are ineffective means of enlarging a market and are economically harmful to national prosperity. Until the pendulum has begun to swing in the other direction, if it has not already, the danger that trade barriers will stimulate intense economic and political sectionalism among the states is still imminent.

⁴294 U. S. 511 (1935).

⁵6 *HALE v. BIMCO Trading Co.*, U. S. Law Week, 850.

The Making of a Public Servant

By WILLIAM E. MOSHER, *Maxwell Graduate School of Citizenship and Public Affairs, Syracuse University*

Pioneer in methods of education for the public service believes that administration will shortly take its place as one of the sciences; cites increasing need for trained leaders in the field of government

THE aim of courses in public administration, as taught in the Maxwell Graduate School of Citizenship, is primarily to acquaint students with the organized body of knowledge that has gradually accumulated in this field as a result of first-hand observations of government at work, and of the analysis and criticism of such observations on the part of an increasing group of investigators and theorists.

Certain general principles have been derived as well as a number of standard practices that have met the test of experience. Taken all together such principles and approved practices form the groundwork of a science that in the course of time may take its place alongside such pragmatic sciences as medicine, law, and various branches of engineering. Contrary to prevailing opinion in the past, it is becoming more and more widely recognized that administration is a *ding an sich* (a thing in itself), and that like any other art and science is learnable and teachable.

This conception has long been accepted in business circles, as witness the number of schools of business administration. Here organization, statistics, accountancy, personnel are taught not primarily with the aim of training statisticians, accountants, and personnel managers, but because one in an administrative position is called upon to take these and other factors into account in the

making of decisions and forming of policy. Accordingly, a statistician who teaches statistics as though he were training statisticians is likely to miss the boat if he is engaged in training prospective administrators.

One of the chief skills to be cultivated by an administrator is to know when to turn his special aids on and when to turn them off and how to evaluate and weave into his policy the advice and judgment of his specialists. According to this reasoning the administrator is one who becomes acquainted with the tricks of many trades—and better acquainted as time goes on—but perhaps the master of none except the master trade of all, namely, administration. Or to use another analogy, he must know how to drive a team of many horses along the shortest route to the goal of his organization. If a job analysis be made of the office of an administrator in a large-scale organization it will be found that he is using the contributions of a number of specialists, but meanwhile shaping a policy that is peculiarly his own. The poor administrator patches together a crazy quilt of these contributions; the good one designs something new under the sun.

It is on the basis of such thoughts as these that the program of graduate training now offered in the Maxwell School has been evolved over a period of years. The purpose of this

article is to describe the current program.

The public administration course, leading to the degree of Master of Science in Public Administration, involves two years of intensive, specialized study. Enrollment in the course is limited to fifteen students each year. These young men are carefully selected from among many applicants by means of a numerical rating system. Selection is made on the basis of scholastic record, personality, and qualities which seem to indicate potential capacity for leadership. Increasing emphasis is being placed on a year or two of successful experience before making application for admission. Although this is not required, it has been found that those students who have had such experience are, in general, better equipped to obtain the maximum benefit from the training program.

PROGRAM OF ACTIVITIES

The first year is devoted to a consideration of the overhead and staff functions. Principles and best practices in each field of activity are illustrated from the several levels of government, while special emphasis is placed on the increasingly complex inter-relationships between the federal, state, and local levels.

The subjects covered in the first-year curriculum are as follows: legal authority and framework (administrative organization and structure and methods of control), public budgeting, financial administration and accounting, public finance and taxation, personnel administration, governmental purchasing, planning, public reporting and relations, statistics, re-

search methods and sources.

During the summer intervening between the two years the students are placed in temporary positions in a government office or on the staff of a research agency investigating some phase of governmental activity. In this way members of the group are given an opportunity to obtain an understanding of the practical operation of a public agency and to observe the application of the principles and techniques considered during the year. Oftentimes valuable contacts result from these summer appointments, and topics are discovered for later investigation.

The second year is devoted to a study of various line functions which extend from the federal to the state and local levels. The following courses are included: public welfare administration, public health administration, law enforcement processes, public works, regional planning and housing, public utilities, public education.

During the latter part of the second year the students spend three weeks in making a carefully planned inspection tour of the city government of Rochester, New York. The program is supervised by the Rochester Bureau of Municipal Research, an agency that has long been influential in making Rochester a progressive and well managed city. It includes a lecture series conducted by various public officials, as well as field trips and visits to each of the city departments. In this way the members of the group are presented with a bird's-eye view of the actual operation of a large governmental jurisdiction, and are able to observe at first

hand the diversified functions, procedures, and problems incident thereto.

The curriculum is set up under the so-called "end-to-end" arrangement, that is, only one course is presented at a time, the periods varying from two to nine weeks. The student is thus enabled to devote his full time to the subject under consideration. Classes are held six days a week for a period of two hours a day. The students spend an average of six to eight hours a day in reading and study in preparation for the conference.

The staff is made up of members of the faculty of the School of Citizenship whose particular specialization and earlier experience qualify them to teach one or more of the courses, plus a number of men who are themselves public administrators, and two or three from other schools and colleges in Syracuse University. This combination insures the presentation of both sides of the picture and presents in proper perspective the oftentimes divergent points of view of the academician and the practitioner.

A number of critics of the pre-entry training of administrators have apparently assumed that this curriculum aims to deliver finished products. Such an assumption is as unwarranted as would be the belief of instructors in medical and engineering schools that they produce doctors and engineers prepared to go places after completing work on the university campus. An internship and a long probationary period in minor positions are mandatory in any of these callings. Our students are repeatedly reminded that there are no get-rich-

quick methods in an administrative career, that an art can be learned only in the doing and observing others engaged in its practice.

IS SUCH TRAINING NECESSARY?

These same critics assert that an administrative aide can readily pick up what he needs from the organization with which he is identified. This might be true if those at present holding administrative positions were schooled in their calling and were interested to see to it that their promising subordinates and executives were systematically trained for more important positions. On this point the statement made by an important administrator in the federal government is pertinent. He expressed the opinion that the federal government is bogging down today because of the lack of administrative brains. If this be true, the aspirant for a career in this field would be forced to go to a pretty poor school. One can learn established routines, hit or miss methods from supervisors who themselves are wedded to such methods, but never gain the perspective which comes from a systematic approach to the field of public administration. Let it be granted that there are capable and high grade administrators here and there in the public service but even among such there is a sprinkling who believe that well organized training of subordinates for more responsible positions of an administrative character is called for. If there are such training programs they surely have failed to gain public notice, apart from several notable exceptions.

In conformity with the suggestion

that the art can be learned only in the doing, most of the students who have completed the two years of course work on the campus are placed in public agencies with the understanding that they shall serve a kind of internship for at least six months and shall be assigned some research or investigational work that is of value to the superior, but that will also serve as a thesis for the Master's degree. The salary paid during this period is usually on the clerical level. Such an assignment has given the students an opportunity to orient themselves within the organization and at the same time to show their mettle and capacity. Wherever possible the effort is made to locate the young men with an administrative official. This arrangement has proved to be worthwhile and usually led to a satisfactory appointment.

ACTIVITIES OF GRADUATES

It might be added that the young men are encouraged to take civil service examinations during the two years of their graduate study, particularly in New York State and the federal government, both of which jurisdictions are laying stress upon the recruitment of prospective administrators and personnel assistants.

Of the 115 graduates of the public administration course, about 25 per cent have positions in the federal government, 18 per cent in various state governments, and 14 per cent with local governments; 33 per cent are associated with various unofficial and research agencies such as leagues of municipalities, taxpayers associations, and consulting agencies; the remaining 10 per cent have gone into

private business. Of particular significance is the fact that 35 per cent of the total number of graduates are serving in an executive capacity.

As the number of alumni increases there is a growing tendency towards a closely-knit coöperation among them. This is particularly apparent in centers such as Washington, Albany, and Chicago where quite a number of Syracuse graduates are located. Despite the diversification in the fields of activity represented in such groups, administration serves as the common denominator and the central focus of attention. Graduates from other institutions emphasizing public administration are welcomed in these group discussions. As this emphasis has increased, the students and graduates in coöperation with the internes in Los Angeles County have initiated a move to bring about an association of young people of like experience and interest. Contacts with students on several campuses have been made and preliminary steps looking toward such an association are under way.

On its own initiative the Syracuse group now publishes a news letter quarterly called *The Public Administration Review*. Contributions to this publication have been made not alone by the graduates, but by a number of prominent public administrators as well. An effort is being made to secure articles dealing with new developments in the field of administration, and particularly to point the way in regard to practices and ideas which are in process of development but have not yet become realities.

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Our New Municipal Landlords

By MORRIS B. SCHNAPPER, *United States Housing Authority*

Municipal housing authorities now numbering well over two hundred make marked progress toward providing decent homes for half a million slum dwellers; federal grants to local authorities amount to eight hundred millions.

AT LONG last America's municipalities are clearing their slums and providing decent homes for the low-income families who have been living in them.

One of the greatest mass migrations in history, the removal of more than 500,000 persons from slums into new homes, will soon be launched by the majority of the 236 local housing authorities which have come into active existence during the past year and a half. By fall, as a result of the brief but effective efforts of these authorities, thousands of slum dwellers will be moving every month into the 160,000 low-rent dwellings now being planned and constructed.

Marked progress toward this end is today being made by 155 local housing authorities assisted financially and technically by the United States Housing Authority. Aided by USHA loan contracts totaling \$409,698,000,108, authorities are proceeding rapidly with plans for the construction of 85,416 family dwellings in 209 projects designed to rehouse about 341,000 slum dwellers. At this moment, twenty-five projects providing 13,117 dwelling units are well under construction in twenty cities. Tenants may soon begin to move into projects now rapidly nearing completion in Austin, Texas; Jacksonville, Florida; Buffalo and New York City. Outstanding USHA earmarkings of \$246,941,000 for ninety-one authorities—a large portion of which have both USHA loan

contracts and earmarkings—provide for the construction of approximately 75,000 additional dwellings.

As a result of the progress achieved to date, it is now a matter of demonstrable fact that, for all the doubts and fears of a year and a half ago, America's communities can wipe out their slums and provide decent low-rent housing. For we now know that local housing authorities *can* successfully sponsor slum clearance and low-rent housing programs, *can* construct public housing as economically as private housing, *can* bring rents within the reach of the underprivileged who live in the slums, *can* win the wholehearted coöperation and assistance of local public agencies and representative civic, business, labor, and social welfare groups.

This record of achievement is all the more striking when it is realized that at the time the public housing program was inaugurated a year and a half ago there was only one housing authority—that of New York City—able to sponsor a sizable local program. True, there were in existence at the time some forty-six housing authorities but only a dozen or so had or were able to have working programs of any sort. Lacking funds, staffs, powers, programs, they could not actually clear slums or provide low-rent housing.

Dawn came in December 1937, when the United States Housing Authority actually opened up shop—initially authorized by Congress to

lend \$500,000,000 to local housing authorities and to contribute to the programs of these agencies \$20,000,000 in order to help them bring the rents of their projects within the reach of low-income families. (In June 1938 Congress empowered USHA to lend \$300,000,000 more and added \$8,000,000 to the amount authorized for annual contributions.)

Revitalized by the availability of financial aid, existing housing authorities lost little time in demonstrating to the United States Housing Authority that they were ready and willing to launch programs. Municipalities without housing authorities in states with enabling legislation permitting their establishment were quick to take advantage of such legislation. And in those states without enabling legislation local governments began to demand appropriate action.

By April 1939 there were five times as many housing authorities as in December 1937. Considering the complexities involved in connection with the creation of a housing authority, this amazing growth is certainly striking evidence that America's cities are determined to clear their slums and provide decent housing.

From the very first, the demands of cities in every part of the nation for commitments came pouring into Washington in such volume that USHA funds were substantially committed by December 8, 1938, only a year after the birth of the slum clearance and low-rent housing program. In extending the financial assistance authorized by Congress the USHA has made every effort to make

its benefits available to communities large and small in every state able to participate and, in accordance with the stipulations of the United States housing act, has not assigned more than 10 per cent of the total funds to the cities of any one state. As shown by the following chart with regard to cities with USHA earmarkings and loan contracts, communities with populations of 49,000 and less are sponsoring 41 per cent of the nation's low-rent housing projects.

<i>Communities Served</i>	<i>Number of Projects</i>	<i>Approximate Per cent of Total</i>
Under 25,000	26	17
25,000 to 50,000	38	24
50,000 to 100,000	27	17
100,000 to 300,000	43	28
300,000 to 500,000	8	5
500,000 to 1,000,000	8	5
Over 1,000,000	5	4

That USHA has been able to commit its funds for only a portion of the authorities of each state has been due to the limited sum of money available for loans and subsidies, to the inability of the benefiting authorities to proceed with their programs without sums at least as large as those committed, and to the unexpected growth of authorities.

Of necessity, USHA has been unable to extend its assistance to all authorities or to lend the sums of money needed or requested. Moreover, since it is charged with stimulating business and employment it has had to give a certain amount of preferential treatment to authorities able to proceed quickly and efficiently.

It is for these and other related reasons that Congress is at the present time giving consideration to amendments to the United States housing

act which would increase by \$800,000,000 the amount which the USHA is now authorized to lend and would provide an additional \$45,000,000 for annual contributions by USHA to local authorities to keep rents of public housing projects within the reach of the lowest income families. The statement recently made in this connection before the Senate Committee on Education and Labor by Mr. Nathan Straus, USHA administrator is pertinent.

NEED FOR MORE FUNDS

"To say that an additional authorization is needed merely because present authorizations are exhausted does not, of course, tell the whole story.

"First, I think it is clear that the \$800,000,000 authorization appearing in our present act is only a modest beginning in the solution of the problems of the slums and the ill-housed. To eliminate American slums, and to re-house families in the lowest income groups, are objectives which, of course, cannot be realized at once. If the attack on these problems, however, is to proceed unabated, rather than faltering, it is important that more funds be made available so that the USHA may continue its program and enable additional projects to be initiated. In terms of housing construction, I should like to point out that under the additional \$800,000,000 authorization called for by the bill some 180,000 decent homes will be provided for lowest income families now living under unsafe and insanitary conditions. This also means that in connection with the construction of these decent homes, there will be eliminated about 180,000

unsafe, insanitary, and unfit dwellings.

"In the second place, we must recognize that there are now more states authorized to participate in the program than there were last year. So far, in 1939, four new states have joined the list. In five other states action is now being taken on housing bills. Unless additional funds are made available, those states which enact legislation this year cannot enter the program and would be penalized.

"In the third place, many localities already participating in the program are making only a bare commencement of their attack upon their housing problems and have requested supplementary earmarkings. Of course, these cities are precluded from expanding their programs and other cities are precluded from initiating their programs until more funds are made available to the USHA.

"From all sections of the country requests have been received for earmarkings. The distribution of these requests proves both the need for low-rent housing and slum clearance and the enthusiasm of the cities and towns throughout the nation seeking to join or continue in the USHA program of slum clearance and rehousing. Despite the early announcement by the USHA that all funds currently available have been exhausted, additional earmarking requests already received total in excess of \$800,000,000 and more requests are being received each day. These requests, of course, do not even include any applications from the many authorities which will be created in the states now enacting enabling legisla-

tion nor do they reflect the needs of many cities throughout the country that have withheld their requests until there is some definite prospect of additional funds."

The story of America's housing authorities can perhaps best be told by answering certain key questions that are being asked increasingly these days.

Why is it that housing authorities were set up at all? Could not existing public agencies have been assigned to the tasks involved? How was it possible for so many authorities to come into existence and to begin to operate successfully in so short a period? What are their powers? Under what sort of legislation do they operate? How are members of authorities appointed? Exactly what are the procedures and problems involved in the programs of the authorities?

SPECIAL AUTHORITIES ESSENTIAL

Housing authorities have been established simply and solely because they constitute the most effective local government instrumentalities for clearing slums and providing low-rent housing.

However well equipped to do so, established agencies of local government did not have the power to prosecute housing programs. By and large, such agencies were not in a position to borrow funds from the federal government for housing or use tax funds in the financing of housing programs—two indispensable arrangements—because the constitutions of many states contain limitations and restrictions on the incurring of indebtedness and use of tax funds by

existing local government agencies. Even if they could borrow funds, the amount of money and inevitable debt service charges involved would be so large that few local governments would or could launch public housing programs.

Housing authorities, on the other hand, can launch public housing programs without violating the limitations and restrictions of state constitutions, without burdening city funds, and without increasing local taxation. Authorized by state legislation as independent corporate entities clothed with broad powers to undertake and finance slum clearance and low-rent housing, housing authorities offer a means of obtaining state and federal assistance for local communities.

Although they are in legal theory separate and distinct from local governments, they exist in fact primarily as instruments of the latter in the improvement of local housing conditions. Unlike regular agencies of local governments, they are able to borrow money on their own credit without involving municipal funds, without incurring expensive debt service costs, and without adding a penny to local or state taxes. To judge by the success achieved to date they constitute an eminently practical method of solving a highly complex problem. Until the present time public authorities have been created principally in connection with state programs involving highways, electrification and power, conservation of water resources, navigation and flood control, public power and irrigation projects. The success of the efforts of housing authorities may presage a day when similar agencies will be used

frequently as public instrumentalities. There are already indications that housing authorities may have a far reaching influence on future local government activities.

State housing enabling laws—existing by virtue of the desire of municipalities to clear their slums and provide decent housing—generally authorize or permit communities to create housing authorities and grant the latter those powers necessary to the launching of a local housing program.

By and large, enabling legislation permits cities and counties of specified sizes to establish housing authorities designed to initiate, construct, finance, and manage low-rent housing projects; grants to such agencies tax exemption with provision for payment in lieu of taxes and enables the local government to grant annual contributions in the form of money, services, or facilities.

That there are today thirty-eight states with generally adequate housing legislation is a tribute to the determination of local citizens and their governments to clear slums and provide low-rent housing.

Not until 1933 was any similar enabling legislation to be found on the state statute books. In that year, as a result of the stimulus provided by the program of the Housing Division of the PWA, several states began to see the necessity for such legislation and in 1934 President Roosevelt wrote to the Governor of every state suggesting that consideration be given to the enactment of state legislation which would, among other things, facilitate undertaking local low-rent housing. Slowly but steadily

state after state enacted enabling legislation of varying types and by December 1937 such legislation could be found on the statute books of some thirty-one states. The phrase "found on the statute books" is used advisedly; nowhere else could evidence of the laws be found. During the years 1934-1937 the future of housing was unchartered, the goal vague, and the assistance of the federal government uncertain.

Moreover, much of the legislation was inadequate or unsatisfactory. Tax exemption provisions indispensable in bringing rents within the reach of low income families were absent or indefinite in seven states (Illinois, Massachusetts, Alabama, Delaware, Montana, New Jersey, and Wisconsin). In others, only a limited number of cities were permitted to create housing authorities; the Michigan, Wisconsin, and Texas laws, for example, permitted the establishment of authorities by only one city in each state. The laws of New Jersey and Wisconsin were so amended in passage that they became open to serious legal objections. A good deal remained to be done in 1937 when Congress authorized the USHA to extend financial assistance to duly authorized local housing authorities.

During the past year and a half, however, almost all of the inadequate laws have been revised and, in addition, a number of new laws enacted.

For the sake of the record it should be noted that the following states enacted legislation before 1937: Montana, Colorado, Nebraska, Wisconsin, Illinois, Louisiana, Michigan, Ohio, Kentucky, Tennessee, Alabama, South Carolina, North Carolina, West

Virginia, Pennsylvania, New York, Massachusetts, Connecticut, Rhode Island, and Delaware. In the years 1937 and 1938 legislation was enacted in Oregon, California, North Dakota, Texas, Arkansas, Mississippi, Florida, Georgia, Virginia, Vermont, Indiana, New Jersey, and Maryland. Since the beginning of 1939 legislation has already been enacted in Washington, Idaho, Arizona, New Mexico, and Missouri, and amendatory and supplementary bills passed in Alabama, Connecticut, Georgia, North Carolina, Oregon, Rhode Island, South Carolina, Tennessee, and Vermont.

COURT DECISIONS FAVORABLE

From time to time efforts have been made to check the programs of various authorities by challenging the constitutionality of state enabling legislation, but in every instance the courts have handed down decisions favorable to the cause of public housing, for all its newness and novelty. The basic powers extended to local authorities through state housing laws have been upheld by the Supreme Courts of the following states: Alabama, Florida, Georgia, Illinois, Indiana, Kentucky, Louisiana, Montana, New York, North Carolina, Pennsylvania, South Carolina, and Tennessee. In two cases—New York and Kentucky—favorable decisions were rendered even before the inauguration of the present housing program. The decisions handed down to date have covered such issues as the powers and privileges of the authorities, the delegation of legislative power, the tax exemption of the property and bonds of the authorities, the public purposes of low-rent housing

and slum clearance, the power to exercise the right of eminent domain, and the arrangements for coöperation between the local authorities and the municipalities in which they operate.

Particularly significant are the profound implications of decisions in New York, Kentucky, North Carolina, Louisiana, Pennsylvania, and Florida, sustaining statutes essentially similar to those in most of the states with enabling legislation. In the case of *New York City v. Muller*, the Court of Appeals of New York handed down a notable decision holding that low-rent housing is a proper public function for the following reasons:

The fundamental purpose of government is to protect the health, safety, and general welfare of the public. All its complicated activities have that simple end in view. Its power plant for the purpose consists of the power of taxation, the police power, and the power of eminent domain. Whenever there arises in the state a condition of affairs holding a substantial menace to the public health, safety, or general welfare, it becomes the duty of the government to apply whatever power is necessary and appropriate to check it. There are differences in the nature and characteristics of the powers, though distinction between them is often fine. [Citing cases.] But if the menace is serious enough to the public to warrant public action and the power applied is reasonably and fairly calculated to check it, and bears a reasonable relation to the evil, it seems to be constitutionally immaterial whether one or another of the sovereign powers is employed.

Under typical state legislation consideration is given to the need for a housing authority by a community's governing body upon the petition of at least twenty-five local residents or upon the passage of a resolution of the governing body at its own motion.

If required, a public hearing is held and pro and con testimony submitted by representatives of civic organizations, realty interests, trade unions, social welfare groups, women's clubs, etc. The public interest evinced and facts presented at this stage constitute the basis for the adoption or rejection of a resolution by the governing body declaring that there is need for a housing authority and pointing out the general extent of insanitary and unsafe dwelling accommodations or shortage of decent accommodations at rents low-income families can afford to pay.

When the governing body adopts a resolution stating that there is need for a housing authority, it automatically notifies the mayor of its action. Upon receiving the resolution the mayor proceeds to establish a housing authority; in several of the states with state housing boards he is not permitted to do so until approval has been given by the board. Usually the mayor's first action is the appointment of five persons as members of the authority. In the case of counties, the appropriate governing body is empowered to appoint, after the passage of the necessary resolution, five persons as members of the authority. Sometimes approval of appointments must be made by the city council or the legislative body of a county. In several states appointments to local housing authorities must be approved by the state housing board; in Massachusetts one member of each local housing authority is appointed by the state board. Pennsylvania's state law provides for various processes of appointment for various types of cities. In

Philadelphia, the state's only first class city, two members are appointed by the city comptroller, two by the mayor, and the fifth by the four already appointed; in Pittsburgh, the state's only second class city, all five members are appointed by the mayor; in all other cities, three members are appointed by the governor and two by the mayor.

Usually the initial five members of an authority are appointed for overlapping five-year terms of office, except that all vacancies are filled only for unexpired terms. There are two exceptions in this connection: in Delaware there are six members of an authority and in California, because of constitutional limitations, the terms of members are four years.

BUSINESS AND LABOR ON BOARD

In the appointment of members of an authority, an effort is made to select persons who represent every major local interest, thereby assuring well balanced policies and programs. Citizens from almost every walk of life are to be found among the 1,180 members of the present 236 authorities. The majority are business men engaged in real estate, retail merchandising, manufacturing, banking, and finance. Since the authorities are faced with problems in many ways similar to those of large business corporations, the business man's experience and knowledge is proving of immense value. Because the low-rent housing program is designed in part to provide employment and because the coöperation of labor is indispensable to the success of that program, it is altogether appropriate that a sizable number of members are

trade union leaders. Lawyers are also among those who contribute valuable experience and knowledge. In communities in which housing conditions of Negroes constitute a distinct problem, a Negro leader is sometimes appointed to the authority.

Matters of policy are decided by the authority as a whole and responsibility is in principle divided equally among all members, a factor which tends to assure the success of the local program. It is, of course, frequently necessary and advisable to delegate specialized duties to individual members who are particularly qualified to pass on certain matters. For example, a member of the housing authority active in trade union circles is usually called upon for advice in connection with labor phases of the program.

The members of an authority may be considered similar to the board of directors of a corporation. They have the sole responsibility for carrying out the purposes of the authority—although in a very few states it is necessary to obtain the approval of certain actions by the state housing board.

Generally, members of an authority may not be officers or employees of the city or county for which the authority is created. They do not receive compensation for their services, but are entitled to payment for any expenses incurred in the discharge of their duties. Moreover, no member (or employee) of an authority may

have any direct or indirect interest in property, materials, or services used in connection with a housing project. A member of an authority may be removed by the mayor or the governing body of a county for inefficiency, neglect of duty or misconduct in office; however, he must be given a hearing and a fair opportunity to present his case.

The following table shows the extent to which USHA has endeavored to spread its funds evenly among the cities of the various states.

State	Authorities With USHA		Total USHA Commit- ments
	Number of Authorities	Commit- ments	
Alabama	10	5	\$11,572,000
California	5	4	50,682,000
Colorado	2	2	4,132,000
Connecticut	6	6	19,450,000
Delaware	1	1	2,100,000
District of Columbia	1	1	15,000,000
Florida	13	9	12,877,000
Georgia	11	7	26,132,000
Hawaii	1	1	3,400,000
Illinois	6	3	20,059,000
Indiana	23	12	12,049,000
Kentucky	7	6	19,602,000
Louisiana	1	1	25,311,000
Maryland	4	3	23,928,000
Massachusetts	10	10	50,732,000
Michigan	4	3	35,000,000
Mississippi	4	4	3,146,000
Montana	4	4	2,234,000
Nebraska	1	1	4,243,000
New Jersey	26	11	34,513,000
New York	11	6	70,630,000
North Carolina	3	3	5,595,000
Ohio	14	11	64,574,000
Pennsylvania	15	9	60,444,000
Puerto Rico	5	4	12,000,000
South Carolina	4	4	7,015,000
Tennessee	6	4	15,671,000
Texas	15	10	34,437,000
Vermont	1	1	436,000
Virginia	3	1	1,500,000
West Virginia	10	7	7,500,000
Wisconsin	2	1	675,000

EDITOR'S NOTE. This is the first of two articles on municipal housing authorities. The second will appear in the July issue of the REVIEW.

A Legislative Council for Maryland

By HUGH A. BONE, *University of Maryland*

Newly created body launches career in favorable atmosphere; has almost unanimous support of Governor, public officials, and dominant political party.

ON APRIL 3rd, the last day of the 1939 session, the Maryland General Assembly took time out of its twenty-three-hour legislative day to choose the members of its first legislative council. The "Free State" now places itself in the same category as Connecticut, Illinois, Kansas, Kentucky, Michigan,¹ Nebraska, and Virginia in attempting to prepare and formulate important lines of public policy prior to the convening of the legislature.²

The proposal had a rather unusual evolution. It was first placed in the

¹When this article was prepared the Michigan council, although inoperative, was none the less on the statute books as a functioning agency. As the article goes to press, however, word has been received that the legislature has voted the council out of existence. This occasions no surprise since the Republican Governor after taking office in 1935 expressed his hostility to the council and recommended its abolition. The following year its appropriations were reduced by 60 per cent. With the return of the Governor and many of his supporters to office in 1939, the abandonment of the council seemed to be only a matter of time. The Michigan council was among the first to be created and has received considerable publicity. The writer has therefore decided to retain, for purposes of comparison, the few references made herein to that body. See also page 470.

²Wisconsin has an Executive Council which is an advisory body to the Governor on legislative matters. Colorado and New Mexico have a Committee on Interim Legislative Committees which appoints various interim committees to conduct surveys and submit the material to them. The committee then reports such data to the next session of the assembly. Strictly speaking, however, these three states do not have legislative councils although these bodies assume many of the functions of a legislative council.

1938 state Democratic party platform at the insistence of gubernatorial candidate Herbert R. O'Connor. He made occasional references to it in his campaign addresses. Again he alluded to it in his inaugural address. In the opening days of the session in January, Senator Dudley Roe, majority floor leader, introduced a bill for the creation of a council. After several hearings and rather spirited debate it was passed by both houses in March. It survived amendment in all but two important particulars, the power of subpoena and the amount appropriated for the activities of the council. Without waiting for the Governor's signature to be affixed the presiding officers, a few hours before adjournment, appointed the members of the council.

The council is composed of fifteen members. Fourteen are legislators, seven being chosen from each house. The statute prescribes that the presiding officer, the chairman of the Finance Committee, the chairman of the Judicial Proceedings Committee, and the minority floor leader of each house shall be on the council. Three additional members from each house are chosen by the speaker of the House and president of the Senate respectively. At least one of these three from each house must be a member of the minority party. The act provides that appointments are to be so distributed as to make the council representative of all sections of the state and of the relative party membership in each house. The

president of the Senate is designated as chairman.

The term of the council is to be two years or until such time as its successors are named. Inasmuch as the term of the members of both houses of the Maryland legislature is four years, the membership of the council will remain essentially the same for four years.

Four of the fourteen members are Republicans and the remainder Democrats. All but two have served at least six years in the General Assembly, and eleven of the fourteen have attended college. This presents a rather imposing array of experience and education. Baltimore contains half the population of the state and has six members on the council. This is in welcome contrast to its representation in the General Assembly wherein it is outnumbered about four to one.

The composition of the Maryland Legislative Council may be compared with other states in the following table:

COMPOSITION OF LEGISLATIVE COUNCIL

State	Established	Size of Legislature	Number of Legislators on Council			Number of Ex Officio or Lay Members	Governor a Member
			Senate	House	Total		
Connecticut	1937	302	2	2	4	1	Yes
Illinois	1937	204	10	10	20	2	No ^b
Kentucky	1936	138	8	8	16	5	Yes ^b
Kansas	1933	165	10	15	25	2	No ^b
Maryland	1939	149	7	7	14	1	No
Michigan	1933	132	4	5	9	0	No
Nebraska	1937	43			15	0	No
Virginia	1936	140	3	4	7 ^a	2	No

^aGovernor appoints all members at least five of which must be from the legislature.

^bLieutenant Governor a member.

In view of the high turnover in the Maryland legislature several interested groups appearing at the hearings urged that the council be at least as large as the one in Kansas. It

was pointed out that 91 of the 149 members of the 1939 General Assembly are without previous legislative experience. The legislature disregarded this suggestion and chose a middle course in the matter of size.

The act provides for a research division of the council, and the director of the Department of Legislative Reference is designated as "secretary and director of the research of the council." This fifteenth and very important position will be filled by Dr. Horace Flack, who since 1907 has efficiently directed the Department of Legislative Reference. This department is rather unique in that it is an agency of both the city of Baltimore and the state of Maryland. Its main office and library are located in the city hall in Baltimore. When the legislature is in session the officers and several of the staff move to Annapolis and locate their offices in the state house. It has been estimated that this department drafts not less than two-thirds of all the bills introduced in the city council

of Baltimore and in the Maryland legislature.

Besides this bill drafting function the department provides very useful library facilities and conducts exten-

sive research projects. With this close connection between the Legislative Council and the Department of Legislative Reference, Maryland may look forward to a greater degree of efficient planning and research.

The initial bill provided only \$10,000 each biennium for the expenses of the council. Fortunately, the lower house raised this figure to \$20,000 for the same period, and the amendment was accepted by the Senate.³

FUNCTIONS

The major functions of the council are not unlike those of other states. Specifically, the council is authorized: to collect information concerning the government and welfare of the state; to examine the operation of previously enacted legislation and the common law and of the state constitution and recommend amendments thereto; to supervise and study the work of interim committees appointed at the direction of the General Assembly or of either house; to study the rules and procedure of each house and from time to time recommend changes therein to improve and expedite the consideration of legislation by the assembly; and to prepare and submit to the General Assembly a legislative program in the form of recommendations or bills which, in the council's opinion, the welfare of the state requires.

³The authorized biennium appropriation for the councils in other states show: Connecticut, \$50,000; Illinois, \$10,000; Kentucky, \$20,000; Kansas, \$50,000 (\$40,000 for research department); Michigan, \$10,000 (reduced to \$4,000 annually beginning 1936); Nebraska, \$15,000; Virginia, \$30,000.

One highly conspicuous omission occurs in the functions granted to the Maryland council. It is not specifically authorized to enter the vast field of governmental reorganization. Section three of the Nebraska act provides for comprehensive functions of this type and is worthy of citation as a model.

Section 3. It shall be the duty of the council: (a) to investigate and study the possibilities for consolidations in state government for elimination of all unnecessary activities and of all duplication in office personnel and equipment, and of the coordination of department activities, or of methods of increasing efficiency and effecting economies; (b) to investigate and study the possibilities of reforming the system of local government with a view to simplifying the organization of government; (c) to study the merit system as it relates to state and local government personnel; (d) to cooperate with the administration in devising means of enforcing the law and improving the effectiveness of administrative methods; (e) to study and inquire into the financial administration of the state government and the subdivisions thereof, the problems of taxation including assessment and collection of taxes and the distribution of the tax burden.

Kansas, Michigan, and Connecticut have similar provisions for their councils, but the Maryland statute has included none of these matters within the jurisdiction of its council. Did the sponsors of the Maryland bill intend that the general clauses of the act would permit the council to enter the entire field of governmental reorganization? Must investigation of administrative reorganization and law enforcement and remedial proposals still remain, as in the past, in the hands of numerous *ad hoc* special commissions and select committees? After careful perusal of the statute

one might answer in either the affirmative or the negative. At the outset this lack of specific authority would seem to be a very serious omission were it not for a number of mitigating factors.

This deficiency is partially remedied by giving the council power to receive recommendations and suggestions for legislation from any board, commission, department, or office of the state or local government. Also, the council may call on any department, board, or commission to make such studies for the council or for the director of research as may be requested, and to report to the council any recommendation which it expects to present to the General Assembly. At this point an amendment was added to the bill providing that nothing in the act shall prevent any state department from making a supplementary report to the legislature accompanied by the appropriate bill. Also, comparable to most other states, Maryland permits any member of the General Assembly to attend any of the sessions of the council and to present his views on the subject which is under consideration.

The establishment of a special research division within the council will also help to compensate for the lack of adequate authority to handle reorganization. Dr. Flack's experience in a research capacity as well as his codification of the laws of Maryland during the last two decades should prove invaluable. As director of research he may employ such assistants and issue such reports as he deems necessary and justified. These activities are certain eventually to lead to the door through which many

of Maryland's legislative ills enter, namely, local legislation and vicious state legislative interference with the counties and municipalities. Within the research division of the council would seem to lie the greatest opportunity for giving impetus to county and municipal home rule and increasing legislative efficiency.

The original bill included provisions for subpoena and for the production of papers, documents, and accounts. The council could cause the deposition of witnesses residing either within or without the state to be taken in a manner prescribed by law. The Senate deleted this entire section and the House failed to restore it. Illinois and Virginia are the only other states who have failed to give this power to their councils. It is too early in either of these two cases to ascertain whether or not this lack of power has seriously hampered the effective operation of the council. At any rate the initial proponents of the bill in Maryland expressed keen disappointment over this amendment.

RELATIONSHIP TO GOVERNOR

The act makes but one reference to the Governor. It permits him to send messages from time to time containing his recommendations for legislation and explaining the policy of his administration on any matter. No special provisions have been made for coöperation between the council and such research agencies as the Maryland State Planning Commission and the Judicial Council. Unlike the Kansas Legislative Council the research division is under no instructions to assist the Governor on his legislative program. On the sur-

face at least, legislative intent in Maryland seems not to have been to foster closer relationship between the executive and the legislature.

It should be pointed out that because of the newness of legislative councils the status and influence of governors in the other council states is still somewhat vague. Some states having councils may even question whether the council should render any service to the Governor along the line of ex-Governor Philip F. LaFollette's Executive Council. However, in those states where the Governor has little formal relationship with the council, he may resort, as in regular sessions of the legislature, to conferences and unofficial meetings with influential members and party leaders on the council. Time will reveal whether or not the relationship between the executive and the legislature in Maryland will be improved by the council.

REPORTING

The Maryland council (and all other councils except that of Michigan) is required to complete and make public its recommendations and research reports at least thirty days prior to the legislative session. It is instructed to mail these reports to each newly elected state officer and each member of the General Assembly. In addition to this rather full public reporting the council must also keep minutes of its meetings and make periodic reports to all members of the legislature, notifying them on all matters which are before the council and the progress incident thereto. If this provision is efficiently complied with, the knowledge of state problems on

the part of both constituents and legislators will be considerably increased.

CONCLUSIONS

The act providing for Maryland's council is more notable for its omissions than for its inclusions. In regard to composition, method of choosing personnel, and relationship with the Governor, it disregards the provisions of the *Model State Constitution* of the National Municipal League. From a legal standpoint it is clearly a *legislative* council subject only to legislative control. It seems not to have been given ample power to assume the initiative in legislation designed to reorganize the state's political subdivisions and legislative control thereof, or the revamping of the administrative and judicial branches of the government.

The council begins its activities in a favorable atmosphere. It has almost unanimous support of public officials, executive departments, and the political party in power. Responsible citizens' organizations and the major newspapers are also supporting it. This support is given because of dissatisfaction with the activities of the current legislature which were characterized by one newspaper as "Annapolitan antics." It was noted in this connection that the legislature set an all time record by introducing 1354 bills and approving 774. The legislature lost much time at the beginning in getting started on pertinent business. At the end of the first sixty days of its limited ninety-day session only fifty bills had been passed which means that over seven hundred bills went through the legis-

(Continued on Page 484)

County Consolidation by Starvation?

By CULLEN B. GOSNELL, *Emory University*

Losses to Georgia counties because of homestead and personal property exemptions amount to \$1,800,000; unless state comes to their rescue counties may be forced to consolidate in order to reduce costs.

THE question of tax exemption and limitation has been a lively issue in Georgia for several years. In 1935 a constitutional amendment was proposed in the General Assembly which provided for a homestead exemption of \$5,000, but it failed to pass. The General Assembly, however, did propose a fifteen-mill overall tax limitation on tangible property and sent it to a referendum of the people in November 1936. This amendment also failed of ratification. Mr. E. D. Rivers, in his successful campaign for governor in 1936, promised the people that if he were elected he would do his utmost to bring about homestead and personal property exemptions.

True to his promise, Governor Rivers urged the General Assembly at its 1937 session to propose a constitutional amendment providing for homestead and personal property exemptions. The result was that a resolution calling for exemption on homesteads of \$1,250 minimum and \$2,000 maximum and exemption of \$300 maximum on household and kitchen furniture was duly passed. This proposed amendment was ratified by the people at a special election in 1937 and put into effect at a special legislative session in the fall and winter of 1937-1938. The enabling act provided for a maximum

exemption of \$2,000 on homesteads, the exemption applying to state, county, and school district taxation, but not to municipal corporations.

Although these exemptions have been in operation for only a year, some of their effects may be analyzed with profit at this early date.

Advantages of the exemptions might well be set forth first. Undoubtedly it is true that the tax system of Georgia was and still is obsolete. Too much dependence has been placed on the general property tax. Property has borne too heavy a share of the tax burden. The homestead and property exemptions have relieved property owners to a considerable degree. More reliance is now being placed on income and luxury taxes. Eventually, as the need becomes more pressing, the whole tax system must be completely overhauled and modernized. In the past year Georgians have become more tax conscious and have begun to study the tax system more seriously.

In the second place, as the revenues of the counties of Georgia are seriously curtailed the demand for county consolidation will be accentuated.¹ Perhaps it is necessary to put the counties on a starvation ration in order to effect desired reforms. There are 159 counties in Georgia and only a few of them are able to pay their own way. Having 159 counties

EDITOR'S NOTE: This is the second of two articles by Dr. Gosnell and the last in a series of three on Georgia counties. See NATIONAL MUNICIPAL REVIEW for April and May 1939.

¹See "Georgia Counties Face Financial Dilemma," by Dr. Gosnell, NATIONAL MUNICIPAL REVIEW, May 1939.

(fully a hundred too many), each maintaining a large number of county officers, is an extravagance that the people can ill afford. County government in Georgia in 1936 cost more than \$26,000,000. Reasonable consolidation of county units would save the taxpayers many millions of dollars.

Unless county consolidation is effected, there will surely be more state centralization as a result of the exemptions. County consolidation is possibly the only way to preserve local self-government and it must be sweeping and drastic.

Again, the exemptions may bring about much needed improvement in tax administration. As Dr. Lloyd B. Raisty says:

"As a matter of fact, it would be no exaggeration, at least for the majority of the counties, to say that by applying adequate valuations to properties already on the digest, by searching out property that has been evading the tax receiver, and by instituting vigorous tax collection campaigns, they would more than recover their exemption losses."²

It is estimated, Dr. Raisty points out, that as much as 30 per cent of taxable property in Georgia is not on the books. Furthermore, tax delinquencies are very large in certain counties, ranging as high as 86 per cent in Crawford County. The sheriff of a medium-sized county told the writer that if he had the necessary injunction powers, he could collect at least \$90,000 in back taxes.

Possibly the counties will now clean house unless the state softens and makes up the losses.

HOME OWNERSHIP EASIER

Another good effect of the homestead and personal property exemption is that home and land ownership by certain poor people is made easier. Certainly this is needed in Georgia. There is probably nothing that makes for better citizenship so much as does home ownership. The home owner is more likely to be interested in his government. Just about one-third of the people of Georgia own their own homes. In 1930 over 68 per cent of Georgia farmers were farm tenants. Tenant farming carries with it soil erosion, human erosion, low incomes, and many other undesirable features. If homestead and personal property exemptions mean more home and land ownership, it would seem that this alone might justify them.

Now as to the deleterious effects of the exemptions—and these are many. Georgia today is experiencing a general breakdown of its entire public financing system. The General Assembly, at the same time that it passed the enabling act putting exemptions into effect, practically doubled the grants from the state treasury to schools. It undertook to guarantee a seven-months school year all over Georgia. The annual appropriation for public health work was hiked from \$100,000 to approximately \$600,000 and heavy social security allotments were voted. While the total budget for 1938 was \$42,934,264.15, it amounted to over \$48,000,000 in 1939.

²*Homestead Exemption Problems in Georgia*, Lloyd B. Raisty, Institute for Study of Georgia Problems, Pamphlet No. 2, University of Georgia, February 1939.

Although the General Assembly made these appropriations, it did not provide sufficient revenue to meet them. According to the State Auditor, the result will be a deficit of \$8,700,000 by June 30, 1939. Governor Rivers brought all manner of pressure on this year's General Assembly to provide money from new tax sources—general sales tax, gross income tax, etc.—but that body adjourned on March 19th without taking action.

Since most of the available state money has already been paid out, the burden of keeping the schools open has largely been thrown back on counties and cities. Many schools have been closed and many of those still operating have cut teachers' salaries to the bone. In many school systems the teachers have not been paid for several months. There have been heavy cuts also in the Departments of Public Welfare and Highways.

REPLACEMENT OF LOSSES

According to a report of the State Revenue Department, the losses to counties in Georgia in 1938 as a result of tax exemptions amounted to \$1,876,184. These losses were made up largely by Governor Rivers through distribution of discounted rentals from the Western and Atlantic Railroad amounting to \$1,213,474.³ This money was distributed equally to the counties. But no provision has been made since 1938 to take care of losses despite promises

made by the Governor that he would try to replace them. A 2 per cent general sales tax introduced in the House of Representatives called for allocation of one-third of the revenue to the counties, but the bill failed of passage.

It is now necessary for many of the counties to increase their tax rates to take care of losses caused by tax exemptions. It is in the counties where properties are small that exemptions have wreaked havoc. Small counties like Forsyth, Union, Fannin, and Towns were hit hardest of all. The accompanying table, prepared by the State Department of Revenue, shows losses by counties in 1938 and the additional millage necessary to replace them.

Certain counties of North Georgia have suffered most as has already been pointed out. Dr. Raisty estimates the percentage of losses in some of these counties to be as follows:⁴ Catoosa 60, Bacon 53, Dawson 50, Fannin 62, Forsyth 52, Towns 57, and Union 64.

Dr. Raisty suggests several methods for making up the losses to the counties, any one of which would suffice. (1) Improvements of tax administration: this has already been discussed. (2) Outright transfer of county functions to the state, i. e., health work, social security, and the superior courts. This would relieve the counties, Dr. Raisty contends, of \$2,400,000 in costs or more than enough to make up for tax exemption losses. (3) Allocation of state funds: by allocating one cent more of the gas tax, over \$3,000,000 would

³The state of Georgia owns the Western and Atlantic Railroad. It is leased to the North Carolina and St. Louis Railway Company.

⁴*Ibid.*, p. 6.

be provided for the counties. (4) The state to retire entirely or partially from the field of ad valorem taxation.

Thus it can be seen that needed services suffer in Georgia as a result of homestead and personal property exemptions. Nevertheless, if the Georgia legislature performs its task properly, there is no doubt but that

the long-time results may be good. If county consolidation is effected, if the much needed tax revision is brought about, if the counties improve their tax administrative systems, and if further state government reorganization is made possible, then the immediate dire effects of homestead property exemptions will, indeed, be more than overcome.

LOSSES TO GEORGIA COUNTIES CAUSED BY HOMESTEAD AND PERSONAL PROPERTY EXEMPTIONS

County	Losses During 1938 Under Ex- emption Laws	Additional Mills Necessary for Counties to Levy in 1939 to Replace Losses	County	Losses During 1938 Under Ex- emption Laws	Additional Mills Necessary for Counties to Levy in 1939 to Replace Losses
Appling	\$12,056.54	7.84	Emanuel	6,877.35	9.27
Atkinson	5,569.69	11.23	Evans	4,741.89	12.40
Bacon	1,870.44	2.07	Fannin	9,653.66	3.55
Baker	5,289.34	5.42	Fayette	2,494.55	1.23
Baldwin	12,203.26	4.56	Floyd	17,169.84	15.50
Banks	6,254.13	8.35	Forsyth	10,820.14	6.57
Barrow	9,310.33	6.47	Franklin	9,289.64	1.41
Bartow	15,067.99	3.25	Fulton	325,343.96	7.75
Ben Hill	9,161.83	4.53	Gilmer	4,967.67	5.51
Berrien	8,062.80	4.93	Glascock	2,054.43	5.70
Bibb	73,852.68	2.34	Glynn	5,061.34	.58
Bleckly	8,648.90	7.12	Gordon	10,394.41	5.45
Brantley	2,384.52	4.02	Grady	15,138.97	8.77
Brooks	9,426.16	3.00	Greene	3,234.24	1.63
Bryan	3,297.11	3.31	Gwinnet	20,039.26	6.79
Bulloch	10,628.36	3.44	Habersham	7,370.22	4.19
Burke	6,589.57	1.65	Hall	8,858.46	1.16
Butts	3,024.68	2.75	Hancock	2,843.32	2.22
Calhoun	4,932.81	3.38	Haralson	12,655.82	8.92
Camden	932.55	.82	Harris	3,707.82	3.75
Candler	6,629.61	6.15	Hart	8,393.00	6.56
Carroll	26,318.66	6.83	Heard	5,641.44	9.80
Catoosa	7,971.03	9.12	Henry	11,500.79	5.63
Charlton	1,916.30	1.94	Houston	4,583.90	2.22
Chatham	52,204.32	1.10	Irwin	11,373.23	8.55
Chatoga	10,098.50	3.23	Jackson	11,495.44	5.37
Cherokee	10,553.83	2.64	Jasper	3,646.21	3.64
Chattahoochee	1,389.48	5.54	Jeff Davis	5,364.54	5.31
Clarke	10,226.86	.91	Jefferson	6,471.63	3.31
Clay	1,100.01	1.68	Jenkins	7,107.66	7.08
Clayton	9,526.20	9.14	Johnson	5,009.65	4.17
Clinch	1,214.48	1.30	Jones	4,097.64	5.37
Cobb	30,431.09	4.88	Lamar	5,537.66	4.01
Coffee	13,134.99	4.95	Lanier	3,468.94	7.56
Colquitt	10,933.21	2.02 ^a	Laurens	25,391.23	4.42
Columbia	2,023.50	3.56	Lee	2,278.66	1.42
Cook	4,526.08	1.24	Liberty	2,998.99	3.86
Coweta	7,059.51	3.99	Lincoln	6,565.53	9.20
Crawford	3,001.71	2.65	Long	1,929.22	3.58
Crisp	8,437.13	6.68	Lowndes	11,564.83	1.72
Dade	3,946.68	12.45	Lumpkin ^b		
Dawson	3,529.75	3.56	Macon	2,525.42	1.13
Decatur	11,508.72	5.18	Madison	8,205.46	3.76
DeKalb	112,012.70	6.72	Marion	4,176.54	5.24
Dodge	18,961.49	3.29	McDuffie	3,826.50	2.77
Dooley	8,202.60	.04	McIntosh	967.79	.70
Dougherty	390.04	8.96	Meriwether	7,784.04	3.01
Douglas	7,384.47	3.26	Miller	8,060.46	7.04
Early	7,760.25	2.01	Mitchell	20,454.31	7.25
Echols	714.28	6.89	Monroe	7,464.40	4.35
Effingham	8,959.51	5.65	Montgomery	7,213.05	8.77
Elbert	16,099.73	2.46	Morgan	4,283.34	1.99

County	Losses During 1938 Under Ex- emption Laws	Additional Mills Necessary for Counties to Levy in 1939 to Replace Losses		County	Losses During 1938 Under Ex- emption Laws	Additional Mills Necessary for Counties to Levy in 1939 to Replace Losses	
Murray	4,102.34		4.31	Thomas	15,412.83		2.19
Muscogee	1,910.06		.06	Tift	13,224.60		4.79
Newton	6,775.75		1.81	Toombs	6,321.03		2.86
Oconee	3,990.06		4.99	Towns	3,405.16		13.69
Oglethorpe	9,615.37		5.70	Treutlen	5,035.82		6.02
Paulding	8,933.15		8.96	Troup	19,876.00		2.54
Peach	6,105.75		2.95	Turner	6,196.45		4.32
Pickens	811.03		.55	Twiggs	2,869.93		3.53
Pierce	4,544.86		3.30	Union	4,242.43		14.42
Pike	5,858.92		5.75	Upson	9,287.59		1.54 ^a
Polk	11,690.77		2.04	Walker	34,595.22		8.77
Pulaski	4,441.75		2.38	Walton	11,459.86		4.10
Putnam	3,095.68		2.72	Ware	17,614.92		3.53
Quitman	1,604.42		4.12	Warren	2,088.69		1.75
Rabun	919.03		1.08	Washington	10,424.27		3.62
Randolph	9,459.37		4.71	Wayne	6,013.79		3.74
Richmond	66,970.54		1.87	Webster	2,782.68		5.63
Rockdale	4,813.87		4.17	Wheeler ^b			
Schley	1,155.98		1.86	White	8,040.49		7.92
Screven	8,633.43		4.83	Whitfield	24,414.13		4.83
Seminole	3,305.22		3.13	Wilcox	6,341.43		4.06
Spalding	16,290.10		2.59	Wilkes	7,242.03		3.65
Stephens	3,687.78		3.13	Wilkinson	4,736.67		3.82
Stewart	3,520.06		2.30	Worth	4,998.32		1.78
Sumter	8,158.53		1.76				
Talbot	3,261.60		3.82				
Taliaferro	2,520.64		3.80				
Tattnall	6,605.12		4.61				
Taylor	5,747.45		6.19				
Telfair	8,613.23		4.48				
Terrell	10,742.52		4.48				

^aThese figures represent an actual gain due to expiration of certain local exemptions; and these counties will therefore not need increased millage.

^bThese counties levied no taxes in 1938.

THE MAKING OF A PUBLIC SERVANT

(Continued from Page 419)

In view of the increasing emphasis on pre-entry training and the increasing demand on the part of governmental agencies for men trained in the art and science of administration, it would indeed seem that the day when administration, as such, may come into its own as a profession is not far distant. One of the most significant recent developments is the survey of personnel policies now being undertaken by a committee appointed by President Roosevelt and headed by Justice Reed of the Supreme Court. On this committee are Justice Frankfurter, William H. McReynolds of the Treasury Department, former United States Civil

Service Commissioner Leonard D. White, and General R. E. Wood of the Sears-Roebuck Company. This committee has only recently appointed an advisory committee which is to work out a broad personnel policy specifically designed to promote better methods of recruitment, training, and stimulation of administrative personnel. It would seem that at long last recognition is being given to the category of public servants who actually steer the ship of government and are called upon to see to it that the steam is applied to the pistons at the right time and in the right way and that the craft goes places.

EDITOR'S NOTE: This is the first of a series of articles on the teaching of public administration.

The Bonded Debt of 289 Cities as at January 1, 1939

By ROSINA MOHAUPT, *Detroit Bureau of Governmental Research, Inc.*

Comparison of figures for past five years shows long term downward trend in debt structure of cities; stationary populations, federal works program, and anxiety over high cost of government listed as reasons for decrease.

THE gross bonded debt of the 310 American cities with population of 30,000 or over is estimated at \$8,402,369,000 or \$179.12 per capita, as of January 1, 1939. This estimate, based on the data reported by 270 American cities, shows an increase of \$41,751,000 over the previous year, but this is due largely to the influence of New York City. When this city is excluded from the estimates, the gross debt shows a decrease of \$75,262,000 under the previous year. There is every indication that American cities are not adding to their debt structure except in a few instances. The general trend is toward reduced debts and debt costs.

CHANGE IN REPORTING

One major change was made in reporting the data this year. In the past there has been difficulty with the definition of a "self-supporting utility." Accuracy in this definition was desirable since this debt was excluded in computing the most significant figure of the tabulation—"the per capita net debt excluding self-supporting utilities," or the burden of the tax-supported debt.

But several difficulties arose in determining what constituted a self-supporting utility. In most cases utilities are considered as earning their way—i.e., the revenues are

sufficient to pay costs of operation and debt service. The term "utility" implies a revenue base which removes such undertaking from other types of municipal activities. But accounting systems of municipalities are such that it is frequently impossible to determine accurately what constitutes self-support, and budget-makers sometimes include certain revenues to the credit of utilities to make a better showing than actual operations would indicate. Fundamental to both factors, however, is the lack of standards for comparison of self-support in various cities located either within the same state or different states. "Self-support" is an ambiguous word which has so many meanings that it has none.

In Detroit, for instance, the street railways system not only pays the entire operation costs of the system in addition to all debt service, but also pays real and personal property taxes (but no franchise tax), and hence is a true self-supporting municipal utility operated in much the same manner as a privately-owned utility. The water system in Detroit, on the other hand, pays no such taxes, although it does pay the entire cost of debt and operation of the system. Also, it supplies all water for public buildings and for the various municipal services, operates a large office building for other city depart-

ments, and undertakes other services which are estimated to more than offset the taxes which would be assessed against it. The bookkeeping system of the city does not indicate this situation. Contrasted with these two utilities, is the city-owned electric light plant which serves the street railway department and the water board, and provides current for the street lighting system and all public buildings. It is paid only for the first two services.

In other cities similar conditions exist. For instance, one city considers that its water utility is self-supporting, although the city pays the entire cost of debt service, collects no taxes from the utility, pays about \$100 per hydrant annual rental charge, pays for all water used by the municipality, and performs all overhead functions for the utility.

In many American cities utility rates become a political football, and any increase in rates, especially water, is viewed as prohibitive and so rates are maintained on a less than self-supporting basis. The difference is made up from other municipal revenues, either directly or indirectly.

Perhaps the most discouraging part of this picture, with the exception of lack of uniformity, is the lack of stability in the municipal utility revenue system. One year a utility is reported self-supporting, the next year, due to economic conditions or other factors, it is shown as non-self-supporting. Under such circumstances, comparative figures on "net debt less self-supporting utilities" have little significance.

In order to overcome these difficulties, utilities have been considered

in a separate category and the designation "self-supporting" has been dropped as having too little meaning. This year utilities are deducted regardless of the method by which they are financed, on the ground that in general they earn a considerable part of the cost of operation and often debt service, and at worst, their revenues need only be supplemented from other funds. The figures will be comparable over a term of years, and the intent of showing the burden of tax-supported debt will not be modified.

WHAT IS A UTILITY?

If utilities are to be considered as a group of municipal services, they must respond to a more or less inclusive definition. In the jargon of municipal administration, words are loosely used, and the term "utility" covers a wide field of municipal endeavors for which there is little justification.

For the purpose of this tabulation a utility is defined as a commercial enterprise carried on by a unit of government, which could be separated from the purely governmental functions, and which earns a considerable part of its overhead and operating costs from revenues based on a rate structure. This relatively loose definition is due principally to legislative indecision in drafting municipal utility legislation.

In general, municipal utilities enjoy certain privileges not accruing to other activities. For instance, they are often financed by revenue bonds to which are pledged the earnings of the utilities, and while frequently not faith and credit bonds these securities

often enjoy a better market position. The law of municipal liability usually considers utilities in the same category as private corporations which assume full responsibility for the acts of their agents. Utilities must usually be covered by special charters or franchises to operate on a revenue basis, and are generally immune from state control through public utility regulation bodies. In the final analysis, the essence of the definition lies in the criterion: "Could the activity be operated as a private commercial enterprise?"

In this tabulation, the municipal utilities consist of water, light and power, gas, street railways, rapid transit, port and harbor facilities, docks, sewage disposal, and similar enterprises.

PUBLIC SERVICE ENTERPRISES

Difficulties arise not so much in defining "municipal utilities" as in segregating them from a group of self-supporting activities to which the term "utility" has been incorrectly applied. In contrast to utilities, there are certain municipal functions which are self-supporting (sometimes to an even greater extent than municipal utilities), such as golf courses, swimming pools, stadiums, convention halls, airports, etc. There is a difference, however, not only in the method of operation but in the traditional development of such functions which distinguishes them from utilities. These self-supporting activities, which represent commercial enterprises on a lesser level than the utility, have been termed "public service enterprises" for the purposes of this tabulation.

Just as an all-inclusive definition of a utility is complicated by the consideration of public service enterprises, so is it difficult to distinguish these latter functions from other municipal activities which are to all intents and purposes self-supporting. For instance, municipal courts, building and safety engineering departments, workhouses or city prisons, city markets, and other municipal activities can be and are self-supporting to the same degree as public service enterprises.

For the purpose of this tabulation, however, it is considered essential to segregate the utilities only, leaving all other types of activities, whether supported by taxes or other revenues, to be grouped as general obligation debt, of which the major portion is supported from tax funds.

CHANGES IN THE TABULATION

The change in the concept of a "utility" has caused a change in the per capita figures shown this year. As a matter of fact, however, only some fifty cities of the 270 reporting are affected by the change, since the utility debt of the remaining cities is all self-supporting. Table I shows the change in the group I and II cities—of the twenty-five cities in these two groups the net and per capita debt less utilities differs from the net and per capita debt less *self-supporting* utilities in only ten cities. The greatest change occurs in New York City where the docks and rapid transit system are not self-supporting.

Similar data is available upon request for all fifty cities which are affected by the change in definition.

TABLE I
PER CAPITA NET DEBT LESS UTILITIES, JANUARY 1, 1939

<i>Popula- tion Group</i>	<i>City</i>	<i>Per Capita Debt Less Utilities</i>	<i>Per Capita Debt Less Self-supporting Utilities</i>
I	New York City	\$126.38	\$235.64
	Chicago, Ill.	95.95	97.03
	Detroit, Mich.	156.67	170.41
	Los Angeles, Calif.	88.84	95.76
	San Francisco, Calif.	78.33	111.16
II	Minneapolis, Minn.	116.36	130.74
	Cincinnati, Ohio	92.69	74.03
	Newark, N. J.	135.69	183.33
	Kansas City, Mo.	109.70	144.93
	Portland, Ore.	72.37	72.08

The 270 American cities which submitted complete debt figures show a gross debt of \$8,179,762,000, but few valid deductions can be drawn from this figure because some of these cities did not report in the previous year.

More significant are the data from 249 American cities which reported in both 1938 and 1939 as shown in table II.

The influence of New York City is apparent from table II. While there is an increase of \$64,100,000 in the total gross bonded debt of the 249 cities over the previous year, if New York City is excluded, a de-

crease of \$52,900,000 for the other 248 cities results. Likewise, the net bonded debt less utilities (computed differently from former years) shows little change for all the cities, but a decrease of about \$50,200,000 when New York City is excluded.

The per capita figures for the same data, using the 1930 population, are shown in table III.

Table IV, showing the per capita increases and decreases in debt for two successive years, indicates that except for group III and IV cities the gross bonded debt has decreased in 1938 at a greater rate than in the previous year. The increase in the gross debt of group IV cities is due

TABLE II
TOTAL GROSS AND NET BONDED DEBT—1938-39
249 COMPARABLE AMERICAN CITIES (IN THOUSAND DOLLARS)

<i>Population Group</i>	<i>Gross Bonded Debt</i>		<i>Net Bonded Debt Less Utilities</i>	
	<i>1938</i>	<i>1939</i>	<i>1938</i>	<i>1939</i>
I	\$5,034,431	\$5,099,347	\$2,514,581	\$2,523,118
I*	2,654,009	2,601,912	1,691,807	1,647,247
II	730,247	714,913	466,411	457,216
III	1,392,872	1,391,346	925,471	927,291
IV	540,691	558,977	409,387	410,319
V	288,675	286,430	213,873	214,694
Total	7,986,916	8,051,013	4,529,723	4,532,638
Total*	5,606,494	5,553,578	3,706,949	3,656,767

*Excluding New York City

TABLE III
PER CAPITA GROSS AND NET DEBT—1938-39
249 COMPARABLE AMERICAN CITIES

Population Group	Population	Gross Bonded Debt		Net Bonded Debt Less Utilities	
		1938	1939	1938	1939
I	20,828,542	\$241.71	\$244.82	\$120.73	\$121.14
I ^a	13,898,096	190.96	187.21	121.73	118.52
II	4,200,512	173.85	170.20	111.04	108.85
III	10,927,459	127.47	127.33	84.69	84.86
IV	4,806,891	112.48	116.29	85.17	85.36
V	3,292,010	87.69	87.01	64.97	65.22
Total	44,055,414	181.29	182.75	102.82	102.88
Total ^a	37,124,968	151.02	149.59	99.85	98.50

^aExcluding New York City

TABLE IV
PER CAPITA BONDED DEBT—TWO-YEAR COMPARISON

Population Group	Gross Bonded Debt				Net Debt Less Utilities			
	1937 and 1938		1938 and 1939		1937 and 1938		1938 and 1939	
	In-crease	De-crease	In-crease	De-crease	In-crease	De-crease	In-crease	De-crease
I			\$3.11				\$.41	
I ^a		\$2.12		\$3.75		\$3.37		\$3.21
II		2.28		3.65	\$.02			2.19
III		1.27		.14		1.52		.17
IV		1.48	3.81			1.33		.19
V	\$.41			.68	.53			.25
Total			1.46				.06	
Total ^a		1.59		1.43		1.84		1.35

^aExcluding New York City

TABLE V
CHANGES IN GROSS AND NET DEBT BY NUMBER OF CITIES—1938-39
249 COMPARABLE AMERICAN CITIES

Population Group	Gross Bonded Debt			Net Debt Less Utilities		
	Increase	Decrease	Same	Increase	Decrease	Same
I	3	8	2	3	8	2
II	5	5	1	4	5	2
III	30	34	4	30	33	5
IV	24	41	7	28	40	4
V	33	46	6	34	45	6
Total	95	134	20	99	131	19

to a large increase (\$17,000,000) in the utility debt of three cities. As shown in table V the majority of all cities show a decrease in gross debt. The decrease is apparently due, however, to the retirement of utility debt, because the net debt less utilities, showing roughly the tax-supported debt, indicates slight increases except the group I and II cities, where relatively large decreases are shown

(excluding New York from the group I cities). This modifies to some extent the trend of the previous year, but in general there has been an uninterrupted trend in the past few years toward a reduced debt structure in the American cities included in this tabulation.

Some idea of the changes in the debt structure is given in table V.

This table confirms the general

TABLE VI
RANGE OF PER CAPITA NET DEBT LESS UTILITIES
270 AMERICAN CITIES REPORTING IN 1939

<i>Population Group</i>	<i>Highest</i>		<i>Lowest</i>	
I	Philadelphia, Pa.	\$195.56	Milwaukee, Wis.	\$63.21
II	Jersey City, N. J.	172.33	Seattle, Wash.	57.12
III	Miami, Fla.	318.84	Spokane, Wash.	26.07
IV	Atlantic City, N. J.	378.05	Saginaw, Mich.	12.65
V	White Plains, N. Y.	327.68	Danville, Ill.	10.99

TABLE VII
TOTAL GROSS AND NET BONDED DEBT
208 AMERICAN CITIES REPORTING IN 1934 AND 1939
(IN THOUSAND DOLLARS)

<i>Population Group</i>	<i>Gross Bonded Debt 1934</i>	<i>Gross Bonded Debt 1939</i>	<i>Net Bonded Debt 1934</i>	<i>Net Bonded Debt Less Utilities 1939</i>
I	\$4,968,522	\$5,099,347	\$2,613,919	\$2,523,118
I*	\$2,600,084	2,601,912	1,744,182	1,647,247
II	716,731	714,913	448,265	457,216
III	1,304,586	1,288,064	860,675	847,140
IV	423,686	416,474	314,296	302,801
V	228,663	222,382	166,399	168,480
Total	7,642,188	7,741,180	4,403,554	4,298,755
Total*	5,273,750	5,243,745	3,533,817	3,422,884

*Excluding New York City

TABLE VIII
PER CAPITA GROSS AND NET DEBT
208 AMERICAN CITIES REPORTING IN 1934 AND 1939

<i>Population Group</i>	<i>Population</i>	<i>Gross Bonded Debt 1934</i>	<i>Gross Bonded Debt 1939</i>	<i>Net Bonded Debt 1934</i>	<i>Net Bonded Debt Less Utilities 1939</i>
I	20,828,542	\$238.54	\$244.82	\$125.50	\$121.14
I*	13,898,096	187.08	187.21	125.50	118.52
II	4,200,512	170.63	170.20	106.72	108.85
III	10,150,803	128.52	126.89	84.79	83.46
IV	3,645,804	116.21	114.23	86.21	83.05
V	2,398,515	95.34	92.72	69.38	70.24
Total	41,398,515	184.60	186.99	106.37	103.84
Total*	37,124,968	142.05	141.25	95.19	92.20

*Excluding New York City

trend toward lower debt structure. The gross bonded debt shows a decrease or no change in 154 or 61.8 per cent of the cities and the net debt less utilities shows a decrease or no change in 150 or 60.2 per cent of the cities.

HIGHEST AND LOWEST DEBT

The highest and lowest debt is always of general interest, although it has little significance in most cases.

Table VI shows the data by population groups.

It is difficult to justify the high per capita net debt for some cities, such as Philadelphia and Jersey City—both are old, well established cities, with little recent growth in population, and no great industrial expansion. The other three high cities, Miami, Atlantic City, and White Plains, are either resort cities with

wide fluctuations in population or rapidly growing suburban developments. The data for St. Petersburg, Florida, were incomplete. Had full information been available, this city probably would have displaced White Plains as the high city in group V.

Likewise, the low cities have little meaning unless all factors are known. In some cases the low rate is due to good administration, in some to an accident, and in some to a lessened demand for public services, etc.

Tables VII and VIII below show the five-year trend of gross and net debt.

The figures for these 208 American cities reporting in 1934 and 1939 further confirm a downward trend in debt of a more or less long-term nature. There is a very evident tendency to reduce the outstanding debt, both gross and net, which is only possible when there are fairly large retirements with few, if any, new issues.

There are many underlying factors which may be contributing toward this trend: the population in the larger cities (over 30,000) apparently is not increasing at the rate of the

previous decade, the federal works program has reduced the cost to the cities of some municipal improvements, the debt structure of some cities with its accompanying debt service charges has been such that curtailments were necessary and debt limits have prevented the issuance of new debt. It is even conceivable that anxiety over the high cost of government, reflected in a reduction in costly public improvements, may have been a factor.

In any event the debt structure of the cities is growing smaller and while there may be some indications of a slight increase in tax-supported debt, it is not sufficient this year to indicate a reversal of the downward trend of the past five years.

THE DEBT TABLE

The table showing the compilation of the debt of individual cities follows. The data was collected, as in the past, by questionnaires and correspondence, and was made possible through the coöperation of bureaus of municipal research, city officials, and chambers of commerce.

BONDED DEBT OF 289 CITIES AS AT JANUARY 1, 1939

Compiled by the Detroit Bureau of Governmental Research, Inc.
Members of the Governmental Research Association, City Officials, and Chambers of Commerce

GROSS BONDED DEBT										SINKING FUNDS				NET BONDED DEBT				GROSS SPECIAL ASSESSMENTS	
		General Improvement		Public Schools	Public Utilities	Total	Gen'l Improve-ment		Public School	Public Util-ity	Total	Excluding Utilities		Per Capita	Per Cent	Gen'l City	Total Obligation		
1930 Census		\$	\$		\$	\$	(per cent)	(per cent)	(per cent)	(per cent)	\$	\$	\$						
Group I																			
Population 500,000 and over																			
1	New York, N. Y. ¹	6,930,446	741,286,635	364,530,844	1,391,617,298	2,497,434,777	47	53	2,005,170,595	875,871,423	126.38	\$	129,194,750			100			
2	Chicago, Ill. ²	3,376,438	305,751,525	36,161,000	3,640,000	345,552,525	77	23	327,615,807	323,975,807	95.95	\$	17,304,404			N			
3	Philadelphia, Pa. ³	1,950,961	536,579,500	77,161,000	613,740,500	172,216,762	82	18	441,523,738	381,523,738*	195.56	\$	857,000			N			
4	Detroit, Mich. ⁴	1,568,662	178,832,553	68,321,123	125,235,739	372,389,415	8	92	355,248,678	245,757,364	156.67	\$	7,661,951			N			
5	Los Angeles, Calif. ⁵	1,238,048	51,687,876	58,299,995	214,204,208	324,192,079	N	100	323,042,989	109,987,871	88.84	\$				0			
6	Cleveland, Ohio ⁶	900,429	85,503,481	9,406,250	24,560,000	119,469,731	56	44	111,179,569	90,303,869	100.29	\$	2,757,842			100			
7	St. Louis, Mo. ⁷	821,960	70,758,000	3,121,000	6,781,000	80,660,000	65	22	75,027,710	69,008,162	83.96	\$				N			
8	Baltimore, Md.	804,874	110,715,283	22,965,963	51,924,334	185,605,580	81	4	151,998,698	105,310,151	130.84	\$				N			
9	Boston, Mass.	781,188	72,466,367	8,028,000	76,184,700	156,679,067	27	15	132,990,718	70,527,862	90.28	\$				N			
10	Pittsburgh, Pa.	669,817	57,686,500	22,069,834	5,117,000	84,873,334	71	22	76,232,336	71,667,686	107.00	\$				N			
11	San Francisco, Calif. ⁸	634,394	36,848,600	12,843,000	107,864,000	157,555,600		89		49,691,600	78.33	\$	926,000			N			
12	Milwaukee, Wis. ⁹	578,249	38,992,618	5,946,500	3,309,000	48,248,118		42		36,553,776	63.21	\$				N			
13	Buffalo, N. Y.	573,076	81,266,818	14,438,000	17,240,529	112,945,347				92,938,362	162.17	\$	128,925			100			
Group II																			
Population 300,000 to 500,000																			
14	Washington, D. C.	486,869	No Bonded Debt																
15	Minneapolis, Minn. ¹⁰	464,356	39,291,417	17,352,174	11,108,000	67,751,591	47	33	64,488,086	54,034,609	116.36	\$	5,633,478			34			
16	New Orleans, La. ¹¹	458,762	46,864,000	7,223,000	3,500,000	57,587,000				54,087,000	117.90	\$	4,100,820			100			

* = Estimated.

N = None.

¹New York City. General debt includes \$129,194,750 special assessment and \$40,500,000 home and emergency work relief bonds.

²Chicago. General debt includes \$102,911,700 park debt and \$99,156,825 sanitary district bonds (84.4% of total debt of district). Cook County bonds of \$37,922,410 and Forest Preserve District bonds of \$12,739,750 not included, although 82% of taxable values are in city. Sinking fund figure is cash and securities available for principal payments (interest deducted).

³Philadelphia. General debt includes utility debt; self-supporting utility debt estimated at \$60,000,000. No county bonds since consolidation of the city and county in 1854.

⁴Detroit. Utility debt includes \$3,300,000 sewage disposal bonds (PWA) not backed by the faith and credit of the city.

⁵Los Angeles. General debt includes city's share of flood control debt (\$16,488,776); utility debt includes city's share of metropolitan water district debt (\$106,258,608).

⁶St. Louis. General debt includes \$2,757,842 special assessment bonds. tolls although they are general city obligations.

⁷San Francisco. Does not include Golden Gate Bridge and Highway District debt, 85% of which applies to city.

⁸Milwaukee. General debt includes \$5,574,239 (\$2,074,977 net), city's share of Metropolitan Sewerage District debt.

⁹Minneapolis. Utility debt includes \$6,901,000 sewage disposal bonds.

¹⁰New Orleans. General debt includes water, sewer, and drainage bonds. Amount of water bonds not available. Public Belt Bridge revenue bonds of \$4,816,000, port (state agency) bonds of \$36,698,000, and levee (state agency) bonds of \$22,493,000 not included.

GROSS BONDED DEBT													NET BONDED DEBT		GROSS SPECIAL ASSESSMENTS	
	1930 Census	GROSS BONDED DEBT			SINKING FUNDS			NET BONDED DEBT			GROSS SPECIAL ASSESSMENTS					
		General Improvement	Public Schools	Public Utilities	Total	Gen'l Im-prove-ment (per cent)	Public School (per cent)	Public Util-ity (per cent)	Total	Excluding Utilities	Capita Per Cent	Total Obligation				
17 Cincinnati, Ohio ¹²	451,160	41,533,640	12,323,000	36,005,539	89,862,179	35	9	56	62,714,109	41,817,656	92.69	2,324,115				
18 Newark, N. J. ¹³	442,337	56,131,395	18,026,200	42,885,000	117,042,595	44	33	23	98,765,078	60,019,653	135.69	..				
19 Kansas City, Mo. ¹⁴	399,746	28,965,000	20,078,500	14,143,000	63,186,500	5	94	1	57,936,381	43,851,482	109.70	355,737				
20 Seattle, Wash.	365,583	13,011,000	8,157,000	47,000,000	68,168,000	383	100	N	67,881,617	20,881,617	57.12	18,727,839				
21 Indianapolis, Ind. ¹⁵	364,161	20,241,449	10,194,000	8,000,000	38,435,449	39	61	N	35,022,584	27,022,584	74.21	1,469,350				
22 Rochester, N. Y. ¹⁶	328,132	42,137,000	14,339,000	5,784,000	62,260,000	65	14	21	54,783,149	50,545,868	154.04	5,588,000				
23 Jersey City, N. J. ¹⁷	316,715	45,808,100	12,219,000	13,960,255	71,987,355	29	20	51	64,992,027	54,580,347	172.33	N				
24 Louisville, Ky.	307,745	30,335,400	10,966,400	1,079,000	42,380,800	89	N	11	34,387,661	34,155,924	110.99	N				
25 Portland, Ore. ¹⁸	301,815	19,867,418	5,830,808	16,178,000	41,876,226	52	N	48	34,486,178	21,842,969	72.37	3,525,804				
Group III																
Population 100,000 to 300,000																
26 Houston, Tex. ¹⁹	292,352	31,407,750	11,178,250	1,246,000	43,832,000	78	22	N	37,666,059	36,420,059	124.58	N				
27 Toledo, Ohio ²⁰	290,718	24,065,300	14,180,500	4,540,000	42,785,800	64	32	4	40,288,428	35,846,183	123.30	N				
28 Columbus, Ohio ²¹	290,564	24,594,063	6,714,106	5,667,000	36,935,169	57	25	42	33	32,772,612	27,772,474	95.58	3,014,284			
29 Denver, Colo. ²²	287,861	7,545,000	6,547,000	33,694,760	811,827	..	..	..	52,842,933	14,089,278	48.94	3,955,400	
30 Oakland, Calif. ²³	284,063	2,935,530	9,270,000	39,032,914	51,238,444	N	..	..	51,238,444	12,205,530	42.97	N		
31 St. Paul, Minn.	271,606	21,150,000	10,195,000	6,747,000	38,092,000	78	..	20	30,932,713	25,609,135	94.29	6,000,000				
32 Atlanta, Ga.	270,366	8,489,000	4,277,000	1,631,000	14,397,000	66	23	11	13,002,877	11,527,271	42.64	44,000				
33 Dallas, Tex.	260,475	19,969,500	7,579,750	11,511,000	39,060,250	56	10	34	36,038,556	25,558,478	98.12	N				
34 Birmingham, Ala. ²⁴	259,678	12,444,000	9,925,000	4,000,000	26,369,000	..	..	..	33,273,608	19,273,608	74.22	460,000	
35 Akron, Ohio	255,040	24,510,150	4,944,809	9,522,072	38,977,031	13	13	74	36,454,898	28,800,340	112.92	2,041,100				
36 Memphis, Tenn.	253,143	16,143,000	5,765,000	7,850,000	29,758,000	55	25	20	27,979,922	20,482,054	89.91	588,000				
37 Providence, R. I.	252,981	31,344,000	13,124,000	18,000,000	62,468,000	46	20	34	45,969,234	33,549,305	132.62	N				
38 San Antonio, Tex. ²⁵	231,542	14,348,000	6,723,000	6,062,000	27,133,000	664,867	47	34	19	26,468,133	20,530,368	88.67	..			
— Honolulu, Hawaii ²⁶	218,807	5,679,882	1,500,000	8,478,000	15,657,882	1,053,171	..	100	14,604,711	7,179,882	32.81	..				
39 Omaha, Neb.	214,006	10,198,750	8,311,750	5,426,000	23,936,500	6,503,271	13	27	60	17,432,779	15,866,779	74.14	2,910,750			
Portland, Oregon. General debt includes \$1,779,618, city's share of Port of Portland debt which is a general obligation; and \$87,000 golf bonds serviced from revenue.																
Hous-ton. General debt includes \$775,000 convention hall bonds which are serviced from revenue.																
Toledo. General debt includes \$2,234,000 deficiency bonds.																
Columbus. General debt includes \$3,014,284 special assessment debt.																
Denver. Utility debt includes \$14,356,160 Moffat Tunnel debt.																
Oakland. Utility debt includes \$32,458,914, city's share of East Bay Municipal Utility (water) debt.																
Birmingham. Debt as of March 1, 1939.																
San Antonio, et al. School debt is not issued by city but by school district.																
Honolulu. Debt and population figures are for the city and county of Honolulu.																

	1930 Census	General Improvement	Public Schools	Public Utilities	Total	Gen'l Im- prove- ment (per cent)	Public School (per cent)	Public Utility (per cent)	NET BONDED DEBT		SPECIAL ASSESSMENTS		
									Excluding Utilities	Per Capita Excluding Utilities	Per Cent Gen'l City Obligation		
40 Syracuse, N. Y. ²⁷	209,326	26,901,115	6,231,363	5,195,875	38,328,353	100	N	N	37,378,353	32,182,478	153.74	606,000	0
41 Dayton, Ohio	200,982	8,236,410	6,234,987	3,413,000	17,894,397	84	N	16	15,739,175	12,679,516	63.09	689,041	100
42 Worcester, Mass.	195,311	10,346,000	120,000	2,642,100	13,108,100	32	N	N	13,108,100	10,466,000	53.59		0
43 Oklahoma City, Okla.	185,389	8,395,700	4,750,523	4,264,400	17,410,623	32	26	42	11,714,906	9,835,306	53.05	2,479,932	0
44 Richmond, Va. ²⁸	182,929	26,577,185	6,964,376	7,526,539	41,068,100	66	14	20	25,554,829	21,052,932	115.09	N	N
45 Youngstown, Ohio	170,002	9,313,780	2,085,000	733,500	12,132,280	91	N	N	11,605,486	10,871,986	63.95	337,000	100
46 Grand Rapids, Mich.	168,592	5,928,000	2,182,315	1,854,000	13,165,315	26	31	74	17,311,315	7,620,315	45.20	1,329,000	100
47 Hartford, Conn.	164,072	13,417,000	5,412,000	2,495,000	21,324,000	58	31	11	17,921,905	15,792,974	96.26	N	N
48 Fort Worth, Tex.	163,447	13,223,000	6,642,500	7,749,000	27,614,500	33	64	3	26,112,743	18,407,743	112.62	N	N
49 New Haven Conn.	162,655	13,710,000	312,000	N	14,022,000	93	7	N	13,100,387	13,100,387	80.54	N	N
50 Flint, Mich.	156,492	6,360,966	5,798,500	1,856,500	14,015,966	26	43	31	10,877,954	9,884,563	63.80	976,000	100
51 Nashville, Tenn. ²⁹	153,862	9,950,000	3,358,500	3,392,000	16,900,000	73	27	N	15,778,327	12,386,327	80.50	25,000	100
52 Springfield, Mass.	149,900	9,603,000	2,045,000	6,109,000	17,757,000	N	N	N	17,757,000	11,648,000	77.71	N	N
53 San Diego, Calif. ³⁰	147,995	2,826,331	3,785,875	10,510,459	17,122,665	N	N	N	17,122,665	6,612,206	44.68	2,817,037	0
54 Bridgeport, Conn. ³¹	146,716	10,717,000	2,972,000	N	13,689,000	N	N	N	13,689,000	13,689,000	93.30	N	N
55 Scranton, Pa. ³²	143,433	2,308,000	6,644,000	N	8,952,000	36	64	N	8,893,166	8,893,166	62.00	682,519	..
56 Des Moines, Iowa	142,559	6,403,004	6,872,500	4,528,000	17,803,504	36	N	100	17,313,369	13,275,504	93.12	..	..
57 Long Beach, Calif. ³³	142,032	6,318,906	8,921,178	24,008,148	39,248,232	N	N	N	39,248,232	15,240,084	107.30	..	..
58 Tulsa, Okla.	141,258	8,439,024	5,008,375	3,667,000	17,114,399	4,251,197	65	35	12,863,202	9,196,202	65.10	..	..
59 Salt Lake City, Utah	140,267	3,199,000	3,707,000	4,314,000	11,274,000	335,000	..	..	10,939,000	6,625,000	47.23	159,000	0
60 Paterson, N. J.	138,513	10,974,614	5,675,200	13,565,000	30,214,814	1,330,634	..	..	28,884,180	15,319,180	110.60	..	..
61 Yonkers, N. Y.	134,646	20,263,550	7,964,750	5,191,750	33,420,050	N	60	..	33,420,050	28,228,300	209.65	1,851,600	100
62 Norfolk, Va.	129,710	19,389,103	6,050,096	14,404,201	39,843,400	14,264,509	..	40	25,578,891	16,846,930	129.88	N	N
63 Jacksonville, Fla. ³⁵	129,549	6,167,500	2,881,350	7,549,500	16,598,350	1,229,485	88	N	15,368,865	7,972,011	61.53	172,000	100
64 Albany, N. Y.	127,412	14,168,925	4,973,200	13,097,000	32,239,125	1,550,913	100	N	30,688,212	17,591,212	138.07	408,000	100
65 Trenton, N. J.	123,356	11,034,760	6,368,963	1,160,000	18,563,723	1,863,868	46	35	16,699,855	15,890,853	128.82	56,000	100
66 Kansas City, Kans.	121,857	4,643,464	3,091,000	5,600,000	13,334,464	3,880,855	9	91	9,453,609	7,395,017	60.69	236,507	0
67 Chattanooga, Tenn. ³⁴	119,798	12,656,100	2,088,000	15,844,100	84,351	100	N	N	15,000,749	13,900,749	116.04	1,226,506	100
68 Camden, N. J.	118,700	21,937,325	2,034,000	1,217,025	27,188,350	1,662,322	66	27	25,526,028	24,423,811	205.76	N	N
69 Erie, Pa.	115,967	5,175,500	5,205,707	1,290,000	11,671,207	154,627	100	N	11,516,580	10,226,580	88.19	N	N
70 Spokane, Wash. ³⁵	115,514	2,425,000	687,500	520,000	3,632,500	262,245	28	9	3,370,255	3,011,758	26.07	1,623,689	0
71 Fall River, Mass.	115,274	4,426,500	1,117,500	321,000	5,865,000	100	N	N	5,389,000	5,068,000	43.97	N	N
72 Fort Wayne, Ind.	114,946	557,200	2,472,000	1,787,000	4,816,200	N	N	N	4,816,200	3,029,200	26.35	3,000,000	..
²⁷ Syracuse. General debt includes \$95,000 stadium bonds which are serviced from revenue.													
²⁸ Richmond. Debt as of January 31, 1939.													
²⁹ Nashville. Utility debt includes \$164,000 harbor and \$69,000 light and power bonds.													
³⁰ San Diego. School debt as of June 30, 1938.													
³¹ Bridgeport. Debt as of March 31, 1939.													
³² Scranton. School debt as of July 3, 1938.													
³³ Long Beach. General debt includes city's share of flood control bonds (\$2,817,592) and utility includes harbor bonds of \$5,484,875 and city's share of metropolitan water bonds (\$13,175,273).													
³⁴ Chattanooga. Debt as of September 30, 1938.													
³⁵ Spokane. General debt includes \$66,000 golf course bonds which are serviced from revenue.													

1930 Census	GROSS BONDED DEBT				SINKING FUNDS			NET BONDED DEBT		GROSS SPECIAL ASSESSMENTS	
	General Improvement	Public Schools	Public Utilities	Total	Gen'l Im-prove-ment (per cent)	Public School (per cent)	Public Utility (per cent)	Total	Excluding Utilities	Per Capita	Per Cent Gen'l City Obligation
73 Elizabeth, N. J.	6,314,585	5,314,350	4,480,000	16,108,935	..	98	..	674,397	10,954,538	95.60	N
74 Cambridge, Mass.	8,742,500	1,723,000	730,500	11,196,000	..	2	..	2,247,628	8,264,936	72.73	N
75 New Bedford, Mass.	5,936,310	1,618,000	1,138,000	8,397,310	..	100	N	893,687	6,365,623	56.53	N
76 Reading, Pa.	3,777,000	6,918,000	2,426,000	13,121,000	42	49	9	520,469	10,219,315	91.92	0
77 Wichita, Kans. ³⁰	5,472,968	3,292,500	60,000	8,825,468	..	..	..	N	8,765,468	85.11	1,924,180
78 Miami, Fla. ³¹	28,857,000	6,744,000	1,437,000	37,038,000	35	46	19	401,635	35,275,000	318.84	..
79 Tacoma, Wash. ³²	2,103,000	1,210,000	10,987,195	14,300,195	..	100	N	86,800	14,213,395	30.20	884,264
80 Wilmington, Del. ³³	5,013,400	766,000	6,845,000	12,624,400	..	100	..	1,577,304	4,202,096	39.42	..
81 Knoxville, Tenn.	19,002,738	2,313,000	4,757,303	26,073,041	..	87	N	2,275,408	19,329,989	182.70	..
82 Peoria, Ill.	2,643,500	815,000	3,458,500	6,867,787	71	29	N	3,371,713	3,371,713	32.12	932,689
83 Canton, Ohio	3,915,500	4,691,000	709,000	9,315,500	54	46	..	1,921,021	7,394,479	63.73	427,417
84 South Bend, Ind. ³⁴	2,697,850	2,410,500	675,000	5,783,350	46	..	54	457,125	5,326,225	46.99	2,500,000
85 Somerville, Mass.	2,439,000	1,675,000	163,000	4,277,000	..	..	..	N	4,277,000	39.59	50,000
86 El Paso, Tex. ³⁵	3,498,000	2,055,000	1,766,000	7,319,000	59	26	15	734,936	6,584,064	48.14	497,500
87 Lynn, Mass.	4,558,900	2,180,000	375,500	7,114,400	100	..	..	77,400	6,661,500	65.10	N
88 Evansville, Ind.	1,249,200	1,986,500	1,844,000	5,079,700	61	N	39	138,768	3,150,686	30.81	109,554
89 Utica, N. Y.	9,927,862	1,558,730	..	11,486,592	100	..	N	153,471	11,333,121	111.39	..
90 Duluth, Minn.	4,442,333	2,684,000	2,681,000	9,807,333	..	..	..	N	7,126,333	70.24	300,000
91 Tampa, Fla.	Not Reported	3,331,000	N	5,570,297	27	73	..	96,134	5,474,163	54.51	..
92 Gary, Ind. ³⁶	2,239,237	..	384,000	4,680,060	..	..	..	N	4,680,060	42.86	..
93 Lowell, Mass.	3,767,060	529,000	..	..	..	..	..	..	..	..	..
Group IV											
Population 50,000 to 100,000											
94 Waterbury, Conn.	10,908,000	1,230,000	6,440,000	18,602,000	..	..	..	N	12,158,000	121.70	N
95 Schenectady, N. Y.	8,871,900	1,403,000	348,000	10,622,900	99	..	1	462,144	9,816,622	102.59	848,000
96 Sacramento, Calif.	3,753,890	5,836,000	3,830,500	13,420,390	N	N	..	N	9,589,890	102.29	540,212
97 Allentown, Pa.	4,822,900	4,418,000	730,000	9,970,900	39	61	N	1,239,465	8,001,435	86.44	282,300
98 Bayonne, N. J. ³⁷	6,884,000	4,035,000	5,457,000	16,376,000	..	..	..	N	10,919,000	122.71	N
99 Wilkes-Barre, Pa.	Not Reported	..	..	..	..	..	..	..	..	..	..
100 Rockford, Ill.	2,657,750	2,478,000	50,000	2,793,750	20	55	25	199,750	2,594,000	30.21	1,088,000
101 Lawrence, Mass.	2,247,000	539,500	512,000	3,298,500	..	..	..	N	2,786,500	32.76	N
102 Savannah, Ga.	Not Reported	..	..	..	..	..	..	..	..	..	..
103 Charlotte, N. C.	6,288,724	1,424,000	3,028,776	10,741,500	47	14	39	540,900	10,200,600	89.33	1,698,644
by the county. This has not been included in previous years.											
by the county. General debt includes \$227,000 hospital and \$154,000 stadium bonds											
which are serviced from revenue.											
by Tacoma. Utility debt includes \$1,565,200, city's share of Port of Tacoma bonds,											
by Wilmington. Debt as of June 30, 1938. Redemption of school bonds assumed											

³⁰Wichita. General debt includes \$1,704,520 welfare bonds (city's share) issued

by the county. This has not been included in previous years.

³¹Miami. General debt includes \$227,000 hospital and \$154,000 stadium bonds

which are serviced from revenue.

³²Tacoma. Utility debt includes \$1,565,200, city's share of Port of Tacoma bonds,

by Wilmington. Debt as of June 30, 1938. Redemption of school bonds assumed

³³Wilmington. Debt as of June 30, 1938. Redemption of school bonds assumed

³⁴South Bend. General debt includes \$40,000 stadium bonds which are serviced from

revenue.

³⁵Gary. General debt includes \$45,000 library debt not shown last year.

³⁶Bayonne. Utility debt includes \$2,330,000 port terminal bonds.

GROSS BONDED DEBT				SINKING FUNDS				NET BONDED DEBT		SPECIAL ASSESSMENTS		
1930 Census	General Improvement	Public Schools	Public Utilities	Total	Gen'l Im- provement		Public Utility	Total	Excluding Utilities	Per Capita Including Utilities	Gen'l City	Per Cent Obligation
					(per cent)	(per cent)						
104 Berkeley, Calif.	619,073	1,721,000	7,353,125	9,693,198	N	N	100	129,250	2,340,073	28.50	60,914	100
105 Altoona, Pa.	Not Reported											
106 Little Rock, Ark.	Not Reported											
107 St. Joseph, Mo. ^{4a}	4,413,000	2,722,000	N	7,135,000	88	12	N	95,195	7,039,805	86.98		92
108 Saginaw, Mich.	534,000	487,000	2,171,000	3,192,000				N	3,192,000	12.65	292,956	
109 Harrisburg, Pa.	2,697,840	2,139,500	2,496,260	7,333,600	1	94	5	210,701	7,122,899	57.71	128,900	100
110 Sioux City, Iowa ^{4b}	2,826,000	1,471,000	540,000	4,837,000	68	32	N	394,955	4,442,045	49.28	57,000	0
111 Lansing, Mich.	1,202,000	N	1,153,000	2,355,000	10	N	90	1,087,808	1,267,192	13.89	N	N
112 Pawtucket, R. I.	9,812,000	3,338,000	2,076,000	15,226,000	51	35	14	2,762,849	12,463,151	139.41	2,675,000	100
113 Manchester, N. H.	3,037,225	492,775	75,000	3,605,000				N	3,605,000	45.94		
114 Binghamton, N. Y.	3,653,000	3,176,625	35,000	6,864,625				90,305	6,774,320	87.91	N	N
115 Shreveport, La. ^{4c}	8,202,000	705,000	390,000	9,297,000	62	25	13	509,742	8,787,258	110.38	275,000	100
116 Pasadena, Calif.	3,213,283	3,966,000	6,093,717	13,273,000		N	100	101,917	13,171,083	94.36	2,600,377	0
117 Lincoln, Neb.	961,803	3,240,500	1,755,000	5,957,303	11	N	89	4,642,629	5,552,673	54.77	240,189	100
118 Huntington, W. Va.	1,435,500	1,398,690	N	2,834,190	100	N	N	427,312	2,406,878	31.85	N	N
119 Niagara Falls, N. Y. ^{4d}	7,984,195	6,876,710	1,965,530	16,826,435	N	N	100	579,318	16,247,117	197.05	304,688	0
120 Winston-Salem, N. C.	8,955,777	3,526,393	2,588,830	15,071,000	82	N	18	309,539	14,761,461	162.44	227,000	100
121 East St. Louis, Ill.	Not Reported											
122 Troy, N. Y.	6,455,985	953,800	557,750	7,967,535				N	7,967,535	101.83	N	N
123 Quincy, Mass	3,142,718	864,500	314,000	4,321,218					4,321,218	55.67		
124 Springfield, Ill.	Not Reported											
125 Portland, Me. ^{4e}	5,258,323		5,745,170	11,003,493	68		32	416,652	10,586,841	70.25	N	N
126 Lakewood, Ohio	1,853,665	2,352,500	122,500	4,328,665	100	N	N	496,545	3,832,120	52.61	25,710	100
127 Roanoke, Va.	4,491,000	2,650,000	5,000,000	12,141,000	94	N	6	1,241,991	10,899,009	86.38	N	N
128 Springfield, Ohio	3,724,137	1,234,000	230,000	5,188,137	97	3	N	439,602	4,748,535	65.73	142,000	0
129 Mobile, Ala.	5,115,240	859,000	1,726,000	7,700,240		N	N	2,935	7,697,305	87.55	3,683,680	100
130 New Britain, Conn. ^{4f}	1,472,000	2,538,000	1,899,000	5,819,000	40	23	37	618,887	5,200,113	53.10		
131 East Orange, N. J.	6,864,500	3,588,445	582,000	11,034,945	15	64	21	903,306	10,131,639	97.36	N	N
132 Racine, Wis.	2,474,000	1,201,000	15,000	4,490,000	100	N	N	146,000	4,344,000	52.25	N	N
133 Johnstown, Pa.	3,931,000	4,705,000	N	8,636,000	67	33	N	1,208,871	7,427,129	108.64	N	N
134 Cicero, Ill.	Not Reported											
135 Atlantic City, N. J. ^{4g}	25,026,200		2,222,000	27,248,200				N	27,248,200	25,026,200	378.05	
136 Montgomery, Ala.	Not Reported											
School debt is included in general debt.												
(\$77,013) and state pier district debt (\$225,905).												
School debt is included in general debt.												
New Britain. Utility debt includes \$240,000 sewage disposal bonds.												
Atlantic City, Lynchburg. School debt included in general debt.												

(^{4a}\$77,013) and state pier district debt (\$225,905). School debt is included in general debt.
^{4b}New Britain, Utility debt includes \$240,000 sewage disposal bonds.
^{4c}Atlantic City, Lynchburg. School debt included in general debt.

^{4d}St. Joseph, Quincy. Debt as of March 1, 1939.
^{4e}St. Joseph, General debt includes \$7,000 auto testing station bonds which are serviced from revenue.
^{4f}Niagara Falls. School debt includes \$1,415,000 overlapping debt.
^{4g}Portland, Me. General city debt includes Portland's share of bridge district

	GROSS BONDED DEBT			SINKING FUNDS			NET BONDED DEBT		GROSS SPECIAL ASSESSMENTS	
	1930 Census	General Improvement	Public Schools	Public Utilities	Total	Gen'l Im- prove- ment (per cent)	Public School (per cent)	Public Utility (per cent)	Excluding Utilities	Per Capita Utilities
137 Newton, Mass.	65,276	4,338,000	2,018,000	616,000	6,972,000	100	N	N	6,904,227	96.33
138 Covington, Ky.	65,252	1,551,100	947,000	2,276,500	4,774,600	100	N	N	4,774,600	38.28
139 Pontiac, Mich.	64,928	3,313,250	2,355,000	1,470,000	7,138,250	54	46	N	5,584,120	86.00
140 Hammond, Ind.	64,560	1,500,570	1,720,500	1,199,000	4,420,070	34	42	24	4,227,085	3,074,141
141 Topeka, Kan.	64,120	839,753	1,793,000	544,000	3,176,753	N	N	100	2,744,965	2,632,753
142 Oak Park, Ill.	63,982	1,279,000	2,108,000	1,170,000	4,557,000	N	N	N	4,557,000	3,387,000
143 Brockton, Mass.	63,797	1,704,500	86,000	690,500	2,481,000	N	N	N	2,481,000	1,790,500
144 Evanston, Ill.	63,338	886,000	3,029,720	47,000	3,962,720	14,000	N	100	3,948,720	3,915,720
145 Passaic, N. J.	62,959	Not Reported					N	100	1,690,137	1,690,137
146 Terre Haute, Ind.	62,810	1,035,500	705,000	N	1,740,500	50,363	N	N	11,087,264	5,616,543
147 Glendale, Calif. ^{so}	62,736	2,047,957	3,613,855	5,544,634	11,206,446	119,182	38	62	9,178,191	5,319,452
148 Charleston, S. C.	62,265	4,829,500	818,000	4,480,000	10,127,500	949,309	14	20	2,335,700	1,030,700
149 Wheeling, W. Va.	61,659	771,200	259,500	1,305,000	2,335,700	N	N	76	11,323,428	10,173,246
150 Mount Vernon, N. Y.	61,499	6,631,200	3,998,050	2,630,000	13,259,250	1,935,822	24	N	3,507,223	3,507,223
151 Davenport, Iowa	60,751	1,903,717	1,717,000	N	3,620,717	113,494	100	N	6,263,252	6,263,252
152 Charleston, W. Va. ^{ai}	60,408	3,575,100	2,771,200	N	6,346,300	83,048	100	N	6,835,663	3,715,663
153 Augusta, Ga.	60,342	Not Reported					90	N	6,835,663	3,715,663
154 Lancaster, Pa.	59,949	1,176,000	3,486,000	3,120,000	7,782,000	946,337	7	N	3,326,976	3,326,976
155 Medford, Mass.	59,714	Not Reported					68	N	6,704,574	6,704,574
156 Hoboken, N. J.	59,261	Not Reported					7	N	3,288,261	3,183,261
157 Chester, Pa.	59,164	3,108,000	1,761,500	N	4,869,500	1,542,524	32	N	5,405,350	5,219,350
158 Union City, N. J.	58,659	5,433,984	1,654,000	N	7,087,984	383,410	93	N	4,388,306	3,673,306
159 Malden, Mass.	58,036	2,267,000	1,167,000	105,000	3,539,000	250,739	100	N	8,524,625	6,143,725
160 Madison, Wis.	57,899	2,596,600	2,657,750	276,000	5,530,350	380,350	100	N	2,296,700	2,296,700
161 Bethlehem, Pa.	57,892	1,499,000	2,975,500	797,500	5,271,500	883,194	3	88	2,593,520	2,593,520
162 Beaumont, Tex.	57,732	4,379,000	2,016,138	2,548,500	8,943,638	419,013	60	40	7,408,082	7,408,082
163 San Jose, Calif.	57,651	948,700	1,348,000	N	2,296,700		N	N	1,942,000	992,000
164 Springfield, Mo.	57,527	1,219,000	1,514,811	N	2,733,811	140,291	100	N	5,939,270	5,448,270
165 Decatur, Ill.	57,510	1,396,100	767,950	183,000	2,346,150	31,593	100	N	2,593,520	2,593,520
166 Irvington, N. J.	56,733	4,136,014	3,638,150	N	7,774,164	366,082	61	39	2,131,557	2,131,557
167 Holyoke, Mass.	56,537	436,000	436,000	950,000	1,942,000		N	N	7,408,082	7,408,082
168 Hamtramck, Mich.	56,268	3,795,033	2,910,000	491,000	7,196,033	1,256,763	55	45	1,942,000	992,000
169 Cedar Rapids, Iowa ^{as}	56,097	1,418,600	1,550,000	1,054,000	4,022,600	426,052	N	100	5,939,270	5,448,270

^{so}Glendale. General debt and utility debt include city's share of flood control (\$795,957) and metropolitan water district debt (\$5,234,134) respectively.

^{ai}Charleston, W. Va. Debt as of March 31, 1939. School debt is issued by county and school district.

^{as}Cedar Rapids. Debt as of March 1, 1939.

GROSS BONDED DEBT				SINKING FUNDS				NET BONDED DEBT		GROSS SPECIAL ASSESSMENTS	
1930 Census	General Improvement	Public Schools	Public Utilities	Total	Gen'l Improvement (per cent)	Public (per cent)	Utility (per cent)	Total	Excluding Utilities	Per Capita Excluding Utilities	Total Obligation
170 York, Pa.	934,500		N	4,417,912	100		N	208,620	4,417,912	3,065,412	15,100
171 Jackson, Mich.	1,615,000	1,450,412	1,352,500	N				N	1,537,000	1,537,000	197,500
172 Kalamazoo, Mich.	54,786	1,537,000	N	4,758,860				N	4,743,891	2,621,891	100
173 East Chicago, Ind.	1,031,860	1,605,000	2,122,000		100		N				
174 McKeesport, Pa.	Not Reported		N	14,076,376					13,894,919	13,894,919	73,365
175 New Rochelle, N. Y.	8,796,700	5,279,676	N	1,710,000					1,710,000	1,620,000	
176 Macon, Ga. ^{ss}	53,829	950,000	90,000	11,789,982	80		20	N	11,435,913	8,846,688	100
177 Greensboro, N. C.	6,640,254	2,491,133	2,658,595	354,069	N	N	N		6,286,824	4,742,000	N
178 Austin, Tex.	3,096,000	1,646,000	1,642,000	97,176					2,284,524	2,284,524	100
179 Highland Park, Mich.	1,455,000	2,970,000	172,000	4,597,000	57	39	4		3,232,317	6,244,538	
180 Galveston, Tex. ^{ss}	6,701,500		526,000	7,227,500	100				5,318,577	3,384,115	
181 Waco, Tex.	Not Reported		N	5,683,000	3	34	63		5,107,552	3,187,999	100
182 Fresno, Calif. ^{ss}	643,000	2,875,000	2,165,000	364,423	47	53			5,429,780	5,429,780	100
183 Hamilton, Ohio	1,169,870	1,059,230	1,025,570	22,353					8,628,552	8,628,552	54
184 Durham, N. C. ^{ss}	4,090,889	1,359,783	3,521,000	8,971,672	100		21		5,107,552	5,107,552	0
185 Columbia, S. C. ^{ss}	1,877,000	1,714,025	4,833,025	540,704	23	56	N		5,429,780	5,429,780	100
186 Cleveland Heights, Ohio	50,945	1,289,443	5,075,500	935,163					12,572,394	12,572,394	100
187 Port Arthur, Tex.	50,902	Not Reported	N	19,295,911	84	1	15		2,867,000	2,867,000	0
188 Dearborn, Mich.	50,358	11,042,000	6,013,911	5,317,515					23,695,180	18,389,339	N
189 Kenosha, Wis. ^{ss}	50,262	376,000	2,481,000	10,000	44	10	46		12,902,300	5,036,000	
190 Asheville, N. C.	50,193	15,784,194	2,648,000	23,775,073					1,741,000	1,528,000	100
191 Pueblo, Colo. ^{ss}	50,096	3,762,000	1,274,000	7,866,300					5,520,489	4,652,489	N
Population 30,000 to 50,000											
192 Pittsfield, Mass.	49,677	929,000	599,000	1,741,000			9	N	1,741,000	1,528,000	100
193 Woonsocket, R. I.	49,376	4,995,000	1,042,000	6,905,000	91		N		5,820,489	4,652,489	N
194 Haverhill, Mass.	48,710	1,331,275	84,000	1,556,275	100		N		1,394,275	1,394,275	
195 New Castle, Pa.	48,674	922,000	2,045,000	2,967,000	94	6	N		2,870,989	2,870,989	N
196 Everett, Mass.	48,424	1,027,400	660,000	1,810,400	100		N		1,719,837	1,596,837	N
197 Jackson, Miss.	48,282	4,243,931	514,000	658,500	100		N		5,226,431	4,567,931	0
198 Phoenix, Ariz.	48,118	Not Reported	N	5,544,325					5,544,325	5,544,325	0
199 Stockton, Calif.	47,963	5,098,425	445,900	1,956,000					1,956,000	1,572,000	N
200 Brookline, Mass.	47,490	606,000	966,000	384,000					3,664,400	3,244,400	N
201 Elmira, N. Y.	47,397	2,210,400	1,034,000	420,000							N

^{ss}Macon, Cumberland. School bonds issued by county.
^{ss}Galveston. Debt as of January 31, 1939. School debt included in general debt.
 General debt includes \$605,000 grade raising, filling, and drainage bonds serviced from state ad valorem taxes in Galveston County.
^{ss}Fresno. City debt as of March 1, 1939; school debt as of December 3, 1938.
^{ss}Columbia. City debt as of June 30, 1938; school debt as of January 1, 1939.
^{ss}Kenosha. Debt as of February 7, 1939.
^{ss}Pueblo. General debt includes \$3,196,000 flood control bonds not shown in previous years.

	1930 Census	GROSS BONDED DEBT			SINKING FUNDS			NET BONDED DEBT			GROSS SPECIAL ASSESSMENTS	
		General Improvement	Public Schools	Public Utilities	Total	Gen'l Improve-ment (per cent)	Public School (per cent)	Public Utility (per cent)	Excluding Utilities	Total	Per Capita Excluding Utilities	Gen'l City Total Obligation
202 Bay City, Mich.	47,355	483,000	592,500	1,350,000	2,425,500	33	42	25	2,066,752	910,661	19.23	162,000 100
203 Berwyn, Ill.	47,027	Not Reported										
204 Clifton, N. J.	46,875	Not Reported										
205 Aurora, Ill.	46,589	Not Reported										
206 Muncie, Ind.	46,548	Not Reported										
207 Stamford, Conn.	46,346	2,631,000	2,403,279	N	5,034,279	9	91	N	4,695,979	4,695,979	101.32	N N
208 Waterloo, Iowa ²⁵	46,191	768,000	1,164,000	145,000	2,077,000	100	100	N	2,077,000	1,932,000	41.83	19,200 0
209 Chelsea, Mass.	45,816	1,868,600	343,500	10,000	2,222,100	90	10	N	1,823,897	1,813,897	39.59	N N
210 Lexington, Ky.	45,736	2,406,000	633,000	3,039,000	443,610	90	10	N	2,595,390	2,595,390	56.75	57,451 0
211 Williamsport, Pa.	45,729	703,000	1,056,000	N	1,759,000	33	67	N	1,473,677	1,473,677	32.23	100,300 0
212 Portsmouth, Va.	45,704	5,215,000	672,000	2,975,000	8,862,000	31	N	69	6,394,366	5,129,622	112.24	N N
213 Jamestown, N. Y. ²⁶	45,155	697,189	1,924,000	447,000	3,068,189	100	N	100	2,979,955	2,621,189	58.05	135,000 100
214 Lorain, Ohio	44,512	947,507	672,000	127,000	1,746,507	13	80	7	1,613,906	1,496,552	33.62	196,000 100
215 Chicopee, Mass.	43,930	877,500	11,500	297,000	1,186,000	N	N	N	1,186,000	898,000	20.24	N N
216 Wichita Falls, Tex.	43,690	3,229,000	1,826,000	N	5,055,000	76	24	N	4,947,222	4,947,222	113.23	N N
217 Battle Creek, Mich.	43,573	765,000	949,500	320,000	2,034,500	26	37	37	2,034,500	1,714,500	39.35	N N
218 Perth Amboy, N. J.	43,516	8,562,670	1,367,000	1,727,000	11,656,670	N	N	N	11,122,551	9,594,309	220.48	N N
219 Salem, Mass.	43,353	718,500	194,000	328,500	1,241,000	N	N	N	1,241,000	912,500	21.05	N N
220 Amarillo, Tex.	43,132	Not Reported										
221 Columbus, Ga.	43,131	1,992,300	717,400	90,000	2,799,700	100	N	N	2,699,133	2,699,133	60.49	39,000 100
222 Joliet, Ill. ²⁵	42,993	764,000	1,299,410	90,000	2,153,410	N	N	N	2,153,410	2,063,410	47.99	747,621 ..
223 Cranston, R. I. ²⁶	42,911	1,013,500	2,354,000	238,751	3,367,500	100	100	N	3,138,749	3,138,749	73.15	N N
224 Portsmouth, Ohio	42,560	2,703,920	1,629,600	1,406,000	5,739,520	15	6	79	5,598,896	4,303,071	101.11	232,300 100
225 Lima, Ohio	42,287	2,894,300	580,000	460,000	3,934,300	N	N	N	3,934,300	3,474,300	82.16	11,000 100
226 Council Bluffs, Iowa	42,048	Not Reported										
227 Montclair, N. J.	42,017	Not Reported										
228 Dubuque, Iowa	41,679	1,133,563	904,000	439,000*	2,478,563	4	50	46	2,078,407	1,823,251	43.75	107,700 0
229 Muskegon, Mich. ²⁶	41,390	1,874,000	2,126,121	856,000	4,856,121	100	N	N	4,716,624	3,860,624	93.27	111,910 0
230 Warren, Ohio	41,062	1,324,500	1,073,300	364,000	2,761,800	25	75	75	2,618,301	2,362,301	57.53	221,000 100
231 Kearny, N. J.	40,716	5,889,474	2,071,500	5,237,400	13,198,374	59	41	N	12,886,874	7,609,474	186.89	N N
232 Fitchburg, Mass.	40,661	1,479,300	812,000	297,100	2,588,400	72	N	28	2,588,400	2,291,300	56.31	N N
233 Lynchburg, Va. ²⁶	40,652	3,110,282		2,734,958	5,845,240	46	54	N	4,525,594	2,165,636	53.26	N N
234 St. Petersburg, Fla. ²⁶	40,425	19,840,500	3,341,750	23,182,250	288,524	100	N	N	22,893,726	2,651,524	111.13	273,255 90
235 Poughkeepsie, N. Y. ²⁶	40,288	3,311,484	1,186,100	375,000	4,872,584	100	N	N	4,851,524	4,476,524	59.28	107,507 0
236 Ogden, Utah	40,272	1,885,000	1,080,500	1,474,500	4,040,000	43	17	40	3,741,224	2,387,206	59.28	107,507 0

²⁵Cranston. Debt as of April 1, 1939.

²⁶Muskegon. Utility debt includes sewage treatment bonds of \$363,000.

*St. Petersburg. All utility debt has been refunded into general city obligation debt. Amount of utility debt not available.
²⁶Poughkeepsie. Town of Poughkeepsie debt of \$77,548 not included.

1930

1930 Census	General Improvement	Public Schools	Public Utilities	Total	Gen'l Improvement (per cent)	Public School (per cent)	Public Utility (per cent)	NET BONDED DEBT		SPECIAL ASSESSMENTS	
								Total	Excluding Utilities	Per Capita Excluding Utilities	Gen'l City Obligation
237 Oshkosh, Wis. ^{as}	40,108	432,000	493,000	1,535,000	N			1,535,000	1,042,000	25.98	N
238 Anderson, Ind.	39,804	Not Reported		2,679,500	706,719	64	N	1,972,781	1,972,781	49.73	195,260
239 East Cleveland, Ohio	39,667	990,500	1,689,000	1,039,000	4,500	100	N	1,034,500	1,034,500	25.41	58,742
240 LaCrosse, Wis.	39,614	551,000	28,000	1,875,559	137,831	42	58	1,737,728	1,737,728	43.96	325,775
241 Butte, Mont. ^{as}	39,532	1,158,521	717,038								0
242 Shobogan, Wis.	39,251	1,033,000	632,000	1,813,000	N			1,813,000	1,665,000	42.42	28,480
243 Waltham, Mass.	39,247	Not Reported		844,000	7,147	N	N	836,853	797,853	20.33	221,620
244 Quincy, Ill. ⁴⁴	39,241	N	805,000	1,543,000	11,040	88	N	1,531,960	1,417,960	36.85	
245 Meriden, Conn.	38,481	532,000	897,000	5,564,500	53,000	83	N	5,511,500	4,395,500	115.44	29,000
246 Bloomfield, N. J.	38,077	2,348,000	2,091,500								
247 Rock Island, Ill.	37,953	Not Reported		3,044,900	1,042,359	36	N	6,233,741	3,859,971	102.26	N
248 Cumberland, Md. ^{as}	37,747	2,650,000	1,582,200	207,625	49,469	77	23	2,428,200	1,661,200	44.40	N
249 San Bernardino, Calif.	37,481	589,333	793,000	2,685,200	257,000	N	10				N
250 Green Bay, Wis.	37,415	272,700	1,619,500								N
251 Raleigh, N. C.	37,379	Not Reported									N
252 Taunton, Mass.	37,355	Not Reported		4,676,000	189,705	54	15	4,486,295	3,517,471	94.69	
253 Santa Monica, Calif.	37,146	1,833,500	1,816,000								
254 West New York, N. J.	37,107	Not Reported		3,071,147	89,021	N	N	2,982,126	2,982,126	81.11	
255 Hazleton, Pa.	36,765	1,771,147	1,300,000	404,115				404,115	404,115	10.99	132,000
256 Danville, Ill. ²⁶	36,765	144,000	260,115								0
257 High Point, N. C.	36,745	Not Reported		3,835,008	20,880	N	N	3,814,128	3,605,008	98.36	147,692
258 Auburn, N. Y.	36,652	2,434,508	1,170,500								100
259 Zanesville, Ohio	36,440	Not Reported		1,999,880	64,088	100	N	1,999,880	1,999,880	55.38	N
260 Superior, Wis. ^{as}	36,113	670,910	1,328,970	700,000				635,912	585,912	16.23	N
261 Arlington, Mass.	36,094	134,000	516,000								N
262 Norwalk, Conn. ^{as}	36,019	2,535,077	1,649,000	5,221,077	532,040	100	N	4,689,037	3,652,037	101.39	N
263 Elgin, Ill.	35,929	784,000	457,000	1,393,000	17,773	30	N	1,375,227	1,235,658	34.39	285,802
264 Norristown, Pa. ^{as}	35,853	805,000	1,530,000	2,335,000	306,746	41	59	2,028,254	2,028,254	56.57	N
265 White Plains, N. Y.	35,830	5,811,790	6,709,000	13,841,790	874,880	63	26	12,966,910	11,740,745	327.68	N
266 Revere, Mass.	35,680	807,500	440,500	1,350,000	N			1,350,000	1,248,000	34.98	N
267 Steubenville, Ohio	35,422	332,990	892,750	1,272,740	36,356	69	7	1,236,384	1,198,200	33.83	253,650
268 Orange, N. J.	35,399	2,736,798	1,233,500	4,074,298	277,390	40	60	3,796,908	3,692,908	104.32	N
269 Alameda, Calif.	35,033	139,000	3,377,380	4,582,380	75,000	N	N	4,507,380	1,205,000	34.40	77,298
270 Lewiston, Me.	34,948	569,000	420,000	1,401,000				1,401,000	989,000	28.30	N
271 Watertown, Mass.	34,913	544,000	553,000	1,102,000	N			1,102,000	1,097,000	31.42	N
272 Amsterdam, N. Y.	34,877	Not Reported									0
273 West Allis, Wis.	34,671	1,148,000	1,022,000	2,420,000	N			2,420,000	2,170,000	62.59	492,109
274 New Brunswick, N. J.	34,555	3,191,200	1,015,000	5,247,200				5,247,200	4,206,200	121.72	N

^{as}Oshkosh. Utility debt is for sewer treatment plant.
^{as}Superior. Debt as of March 15, 1939.
^{as}Norwalk. Debt as of March 10, 1939.
^{as}Norristown. Debt as of March 1, 1939. See note 25.

	1930 Census	GROSS BONDED DEBT			SINKING FUNDS			NET BONDED DEBT			SPECIAL ASSESSMENTS	
		General Improvement	Public Schools	Public Utilities	Total	Gen'l Im- prove- ment (per cent)	Public School (per cent)	Public Util- ity (per cent)	Total	Excluding Utilities	Per Capita Excluding Utilities	Total Obligation
275 Easton, Pa.	34,468	2,587,000	1,469,000	3,744,000	7,800,000	55	45	N	7,070,887	3,326,887	96.52	N
276 Plainfield, N. J.	34,422	3,133,000	1,755,000	N	4,918,000	100		N	4,796,341	4,796,341	139.34	76,235
277 Newport News, Va.	34,417	2,463,500	1,192,500	2,955,000	6,611,000	100		N	5,408,440	2,453,440	71.29	N
278 Santa Barbara, Calif.	33,613	1,135,125	1,103,722	687,750	2,926,597	29	53	18	2,646,760	1,799,720	53.54	N
279 Paducah, Ky.	33,541	1,640,000	150,500	2,220,000	4,010,500	27	52	21	3,849,949	1,678,674	50.05	N
280 Mansfield, Ohio	33,525	538,000	1,088,000	110,000	1,736,000	100		N	1,573,265	1,463,702	43.66	34,250
281 Joplin, Mo.	33,454	407,500	892,000	N	1,299,500	43	57	N	1,146,265	1,146,265	34.26	N
282 Waukegan, Ill.	33,499	Not Reported	811,500	81,000	1,742,839	100		N	1,517,880	1,436,880	43.01	2,718
283 Norwood, Ohio	33,411	850,339	1,733,000	150,000	2,730,000	8	87	5	1,379,778	1,302,913	39.05	N
284 Sioux Falls, S. Dak.	33,362	503,000	498,000	1,936,000	2,937,000	N	N	100	2,097,203	1,001,000	30.12	36,500
285 Colorado Springs, Colo.	33,237	57,000	565,900	1,115,000	1,737,000	12		88	1,643,135	611,682	18.56	N
286 Elkhart, Ind.	32,949	293,000	512,500	N	805,500	100		N	764,094	764,094	23.27	N
287 Kokomo, Ind.	32,843	995,500	558,000	N	1,553,500	40	60	N	1,503,561	1,503,561	46.10	N
288 Laredo, Tex.	32,618	1,403,000	1,359,000	881,000	3,643,000	47	21	32	2,982,584	2,313,532	71.17	595,289
289 Tucson, Ariz.	32,506	1,615,000	590,000	N	1,205,000	N		N	1,205,000	1,205,000	37.08	N
290 Richmond, Ind.	32,493	1,426,067	570,000	70,000	2,066,067	N		N	2,066,067	1,996,067	61.73	3,000
291 Rome, N. Y.	32,338	Not Reported	564,000	316,000	1,299,000	45		N	1,244,640	958,576	29.74	157,634
292 Wilmington, N. C.	32,270	419,000	976,000	598,000	3,671,552	63	37	N	3,497,724	2,899,724	90.04	14,659
293 Moline, Ill. ^{or}	32,236	2,097,552	883,811	298,000	2,966,083	98	2	N	2,947,591	2,649,591	82.92	49,935
294 Watertown, N. Y.	32,026	Not Reported	842,000	152,000	3,296,500	92	8	N	2,879,159	2,727,159	86.36	6,500
295 Muskogee, Okla. ^{as}	31,954	2,302,500	527,000	N	1,624,000	100		N	1,572,378	1,572,378	49.98	100
296 Meridian, Miss. ^{as}	31,579	1,097,000	860,540	1,229,000	2,305,040	17	N	83	2,101,652	1,041,362	33.13	555,300
297 Pensacola, Fla. ^{as}	31,463	215,500	313,000	64,000	1,375,269	100	N	N	1,271,432	1,207,432	38.50	0
298 Nashua, N. H.	31,429	998,269	1,685,032	528,731	3,436,100	81	19	N	3,393,781	2,865,050	91.61	33,639
299 Fort Smith, Ark. ^{as}	31,361	1,222,337	778,000	N	1,560,000	100	N	N	1,391,555	1,391,555	44.77	8,000
300 Fort Huron, Mich.	31,275	782,000	251,000	1,298,000	1,732,000	100	N	N	1,725,533	427,533	13.82	57,000
301 Newburgh, N. Y.	31,084	Not Reported	441,000	317,500	1,337,500	72	N	28	1,223,078	937,813	30.43	150,000
302 Marion, Ohio	30,930	Not Reported	834,000	172,000	1,484,000	100	N	N	1,441,803	1,269,803	41.50	0
303 Bloomington, Ill.	30,861	478,000	309,000	1,905,000	3,026,500	29	24	47	2,890,404	1,048,961	34.32	58,000
304 Hagerstown, Md.	30,823	812,500	309,000	1,905,000	3,026,500	27	24	47	2,890,404	1,048,961	34.32	169,189
305 Bellingham, Wash. ^{as}	30,729	445,580	1,762,000	107,865	2,315,445	65	8	8	2,209,678	2,101,813	69.32	0
306 Baton Rouge, La.	30,596	160,000	N	N	N	N		N	N	N	N	548,220
307 Newark, Ohio	30,567	478,000	834,000	172,000	1,484,000	100	N	N	1,441,803	1,269,803	41.50	100
308 Everett, Wash. ⁿ	30,567	812,500	309,000	1,905,000	3,026,500	29	24	47	2,890,404	1,048,961	34.32	0
309 Santa Ana, Calif.	30,322	445,580	1,762,000	107,865	2,315,445	65	8	8	2,209,678	2,101,813	69.32	0
310 Alton, Ill.	30,151	160,000	N	N	N	N		N	N	N	N	548,220

^aPensacola, Fla. Debt as of February 28, 1939.

^{or}Fort Smith, Ark. Debt as of February 1, 1939.

ⁿEverett, Wash. School debt as of March 1, 1939.

^{as}Meridian, Miss. General debt includes \$82,000 swimming pool and \$75,000 hospital bonds serviced from revenues.

ⁿMeridian, Miss. Debt as of September 30, 1938.

	GROSS BONDED DEBT				SINKING FUNDS				NET BONDED DEBT		GROSS SPECIAL ASSESSMENTS		
	Population	General Improvement	Public Schools	Public Utilities	Total	Gen'l Im- prove- ment (per cent)	Public School (per cent)	Public Utili- ty (per cent)	Total	Excluding Utilities	Per Capita Utilities	Total Obligation	
CANADIAN CITIES													
1 Montreal, Que. ¹²	818,577	169,977,269	34,642,000	67,892,256	272,511,525	49,431,885	86	14	N	223,079,640	155,187,384	189,58	40,463,036
2 Toronto, Ont. ¹³	626,674	56,413,216	24,846,455	71,896,601	153,156,272	30,527,270	32	22	46	122,629,002	64,749,801	103,32	7,599,912
3 Vancouver, B. C.	246,393	43,560,756	10,308,097	9,767,874	63,436,727	14,270,198	75	25	25	49,166,529	43,018,979	174,45	6,720,662
4 Winnipeg, Man.	218,785	11,847,358	8,230,000	39,740,010	59,837,368	31,606,592	20	14	66	28,230,776	9,361,501	42,79	3,562,570
5 Hamilton, Ont.	153,507	15,230,510	3,444,639	5,952,613	24,627,762	503,203	3	N	97	24,124,559	18,660,788	121,56	1,648,881
6 Quebec, Que.	Not Reporting		2,891,446	6,065,584	19,730,416	4,943,418	35	13	52	14,786,998	11,307,238	89,12	2,195,278
7 Ottawa, Ont.	126,872	10,773,386			33,084,465	580,369				32,504,096			
8 Windsor, Ont. ¹⁴	104,007	28,903,903	4,180,562		14,702,679	1,655,205	100	N		13,047,474			2,154,169
9 Calgary, Alta. ¹⁵	83,761	2,599,199	2,020,033		5,295,431		93	7		23,730,129	18,230,130	230,19	1,371,706
10 Edmonton, Alta.	79,197	20,272,710	3,252,851	5,499,999	29,025,560								
11 London, Ont.	71,148	4,135,418	2,420,128	3,517,577	10,073,123	2,624,650		11		7,448,473	3,930,896	55,25	600,739
12 Verdun, Que.	66,745	8,105,320	3,947,519	100,000	12,152,839	2,448,446	88	11	1	9,704,393	9,630,355	158,54	1,747,200
13 Halifax, N. S. ¹⁶	59,275	10,825,707	2,647,418	2,186,569	15,659,694	5,485,392	59	28	13	10,174,312	8,687,743	146,57	
14 Regina, Sask.	53,209	6,856,435	2,390,746	6,333,041	15,580,222	6,869,092	41	10	49	8,711,130	5,779,014	108,61	3,506,128
15 St. John, N. B. ¹⁷	47,514	2,802,617	2,263,000	3,776,363	8,841,980	3,107,795	38	22	40	5,734,185	3,184,062	67,01	
16 Saskatoon, Sask.	43,291	6,573,567	2,778,622	4,240,572	13,592,761	5,972,447	39	13	48	7,620,314	6,245,860	144,28	2,540,655
17 Victoria, B. C. ¹⁸	39,082	13,248,417			13,248,417	498,734	100			12,749,683			
18 Three Rivers, Que.	Not Reporting												

¹²Montreal. Debt as of October 31, 1938.

¹³Toronto. School debt includes \$2,200,000 issued by Toronto R. C. School Board, a separate corporation.

¹⁴Windsor. Under refunding agreement bonds are issued in two groups only, utility debt losing its identity. Debt and population increased by recent annexations.

¹⁵Calgary. Completion of refunding plan makes 1939 net debt excluding utilities not comparable with 1938 figure.

¹⁶Halifax. Debt as of April 30, 1938.

¹⁷St. John. Does not include \$2,079,513, city's liability for county debt incurred for hospitals and relief which are functions administered by the county for the benefit of all. City's liability is contingent.

¹⁸Victoria. Under the refunding plan segregation of debt is impossible.

Refining Home Rule for New York Cities

By GEORGE H. HALLETT, JR.,

Associate Secretary, National Municipal League

Secretary, New York Citizens' Union

Drafter of 1939 legislation reports on the comprehensive provisions for home rule now available to municipalities in the Empire State.

A FEW minutes before its final adjournment on May 20th the New York legislature gave its approval to a complete revision of the city home rule law, sponsored by Senator Thomas C. Desmond of Newburgh, chairman of the Senate Committee on Cities. The bill had been defeated in the Assembly earlier in the day because of a misunderstanding by the organized firemen, whose interests were in no way affected by it, and the backing given the firemen by the State Federation of Labor. The leaders of both parties helped to remove the confusion and on reconsideration the bill passed 85 to 53. It had passed the Senate 32 to 14 on April 24th, and the Senate concurred promptly in the Assembly's amendments. At this writing the bill is before the Governor for his final action.

The bill had been drafted with the help of corporation counsels and others interested throughout the state including Laurence A. Tanzer, who had helped to write the original city home rule law in 1924, and had the active support of the State Conference of Mayors. It had been amended several times to remove objections and incorporate constructive suggestions.

Although it contained nothing of a highly controversial nature, it made a considerable number of helpful improvements in city home rule procedure in addition to removing obsolete matter and making the law conform to the new constitution. Among the more noteworthy changes are the following:

1. A limited extension of the powers of cities to pass local laws superseding state laws which do not apply alike to all cities. Hitherto such powers have been limited to the "property, affairs, and government" of cities, an expression which sounds broadly inclusive but which the courts have de-

fined rather narrowly to avoid any extensive intrusion by cities into the traditional domain of the state. The bill gives cities power to supersede special state laws in regard to local assessment and taxing procedure; the acquisition, ownership, and operation of transit facilities; and several other matters, whether such matters are included within the property, affairs, and government of cities or not.

2. Validation of local laws not yet challenged in the courts which could be passed under the powers of the bill, whether adequate powers were possessed by cities at the time of their enactment or not. This provision is of special importance because of a court decision last year (*County Securities, Inc. v. Alice Seacord, Appellant, and Emily C. Pell, City of New Rochelle, and others*, decided by the Court of Appeals May 24, 1938) which held that, "The power of taxation being a state function, the delegation of any part of that power to a subdivision of the state must be made in express terms. It cannot be inferred." Under this ruling the local assessment and tax collection procedure of a number of cities were unexpectedly called into question.

3. Permission for city charter commissions to submit their proposals in several parts or with alternatives. Hitherto they have been authorized to submit only one question, except that proportional representation, if submitted at all by a charter commission, must be submitted separately.

4. Authorization of the submission of conflicting charter amendments by petition at the same election, with a provision that, in case two such amendments pass, the one with more affirmative votes shall prevail to the extent of the conflict. Hitherto only the proposal first filed could be submitted, which held the possibility that a bona fide charter movement might be

blocked by the speedier circulation and earlier filing of a conflicting petition.

5. A provision that no local law changing the method of nominating or electing a local officer may be adopted without a referendum. This proposal was submitted separately by Senator Pliny Williamson of Scarsdale, as on two previous occasions, and passed the Senate, but was left in committee in the Assembly. In New York, unlike other home rule states, it is possible to amend city charters in numerous respects by local law without referendum. By a curious oversight the fundamental subject of election methods was not covered in the matters subject to mandatory or permissive referendum, and both Rochester and New Rochelle have abolished by action of the city council a nonpartisan ballot adopted originally as part of a new charter by popular vote.

6. Provisions which make it possible to get a referendum at a general election instead of a special election whenever a referendum is required on a charter change or other local law. Hitherto it has usually been possible for the city council to submit any such referendum at a special election, when there was less likely to be a full turnout of voters. City manager supporters in Yonkers believe that one of their three attempts before their final success last fall was defeated solely by this device.

7. A provision that when the legislature passes a special law at the request of the city or cities affected, as provided for under the new constitution, the law cannot be challenged in the courts on the ground that the necessity alleged in the request did not exist or was not sufficiently supported by the facts recited.

8. Protection of local charters against violation of their terms by local laws other than charter amendments and against amendments adopted by methods prohibited by their terms, except that the right to amend a charter in any respect by petition and popular vote as set forth in section

19-a of the city home rule law is made paramount to any charter restrictions. Section 19-a is the section enacted in 1937 under which Yonkers adopted the city manager plan with proportional representation last fall and under which Schenectady, New Rochelle, and White Plains are expecting to vote on P. R. amendments this fall.

This is the third successive year in which the city home rule law has been notably improved. Prior to 1937 New York cities had considerable powers in matters of local legislation, subject to a mandatory referendum or a referendum on petition in certain of the more important matters, but the powers of the voters themselves to force improvements in their city governments were very limited. Certain specific forms of government were available by petition and popular vote to cities up to the size of Syracuse (210,000), and broader powers were possessed by commission-governed cities, but of these there were only two or three. It took New York City over three years of widespread and insistent public demand to get from the legislature any channel for charter revision after Judge Seabury rendered his final report recommending it.

New York City's demand was met by a special act, which led to the new charter of 1936 and the separate adoption of proportional representation. Then in 1937 the legislature passed the Armstrong-Desmond act permitting any city to put any charter amendment on the ballot by petition and popular vote. Under this act a 10 per cent petition brings an amendment before the city council, which must be given two months to act on it and to meet the demand in a different way if it wants to and can. But after that, if the council has not submitted the original proposal and the proponents still want it, an additional 5 per cent petition can force it onto the ballot at a general election.

This machinery was still further improved

(Continued on Page 464)

The Researcher's Digest: June

Detroit research bureau re-estimates city population; "average" family pays one month's wages directly to state and local governments; Michigan bureau scans financial changes since 1930; housing conditions in Rochester.

FACING the facts—the job of any research bureau—might well be the subtitle of an unpretentious, typewritten seven-page report issued by the **Detroit Bureau of Governmental Research** called *Some Comments on the Current Estimates of the Population of Detroit*. It must have taken courage to issue it.

Nine years have passed since the last federal census. A depression has intervened to change the entire flow of American life. "It is a matter of common knowledge that estimates of the population of Detroit based on mathematical projection of the trend prior to 1930 have become so far from reasonable as to be worthless."

But upon population depends not only the plans of most large commercial enterprises, but also the plans of government, the ability to contract and pay back debt, to raise taxes.

Seven Detroit agencies, most of them private business organizations, devised separate estimates of Detroit's 1938 population, the consensus of opinion being a figure somewhere near 1,650,000. All were based on the assumption that the ratio of the school-age population to the census population had remained constant.

Then Dr. C. C. Van Vechten, of the Department of Sociology of Wayne University, restudied the estimates for the Detroit bureau. Using other criteria, Dr. Van Vechten has proved that the assumption on which the other estimate was based was false, and that the present Detroit population is more than a hundred thousand under the other figure. "I estimate the present population at 1,535,000; to me the evidence that we are not over the 1930 figure of 1,568,662 is almost conclusive. That the conclusions here reached

will be unwelcome to many individuals and agencies goes without saying. However, Detroit's budget and debt structures are realities of the first magnitude. Municipal costs must be met by taxpayers, and that means predominately by citizens. Here, as elsewhere, refusal to face realities will be almost certainly followed by far worse, and inescapable, realities later. I sincerely hope that the estimate given here is far too low. That fact alone cannot, however, justify me in failure to consider and present the evidence."

The Detroit bureau is to be congratulated.

Triple-play Finance

A handsome pamphlet, titled *Financing Michigan's Government: 1930-1938*, is the contribution of the **Bureau of Government of the University of Michigan** toward summarizing the effects of the past nine years in another realm: governmental finance. Generously illustrated with pictorial charts, quite aside from the practical importance of the conclusions, the pamphlet is an excellent example of the advancing art of research reporting.

Here are some of the Bureau's findings:

The actual cost of state government to Michigan taxpayers has increased 9 per cent since 1930.

State aid to local units has increased 178 per cent.

The state is now contributing more to the financing of local government services than is actually spent for state government.

A decrease of the combined cost of state and local government to Michigan taxpayers is exactly balanced by an increase in federal aid.

Although the total cost of government

has not changed, the distribution of the tax burden in supporting these costs has changed considerably. Federal aid, sales taxes, liquor taxes, gasoline taxes, licensing taxes, and an accumulated deficit have removed a \$110,000,000 tax burden from owners of real property.

Relief and welfare financing has become a major problem.

"Average" Taxes

Nearly one month's wages, or 7.9 per cent of the total family annual income, is paid by the "average" urban American family in direct taxes for the support of state and local governments.

That was the fact headlined throughout the country as a result of a study of *The Direct Tax Burden on Low Income Groups*, made by J. M. Leonard of the **Detroit Bureau** for the National Municipal League. Mr. Leonard studied 150 cities of more than 30,000 population, to determine that the \$2,500-a-year family of Pueblo, Colorado, pays the highest direct state and local taxes, \$330.11 a year. The comparable "average" family of Jacksonville, Florida, has the lowest direct tax burden, \$83.25 yearly. The average amount paid in all cities is \$197.72.

Boston, Jersey City, Salt Lake City, and Meridian, Mississippi, families all pay the highest state and local taxes for their population groups, the study shows. Lowest tax burdens for the "average" family are found in Pittsburgh, Washington, D. C., York, Pennsylvania, and Marion, Ohio. The size of the city has little relationship to the amount of local taxes paid, the report discloses.

For purposes of the study the average family was assumed to consist of four persons, two of them children, with an average income of \$2,500, owning a home valued at \$5,500 and an automobile. Figures were based on 1937 tax levies.

The author cautions many times against jumping to conclusions. "The study has been made as accurate as possible with the existing amount of information," he says. "There are, however, many unknowns in the equation." He makes a number of follow-up suggestions which should bring us nearer to knowing something about a subject more heatedly (and ignorantly) discussed than almost any other in the modern governmental scene.

One-third of a Nation

To reduce some aspects of the intensely human housing problem to statistics has been a major project of the **Rochester Bureau of Municipal Research**. The results of the study should prove to be useful even in other cities with similar problems, perhaps for comparative purposes.

Exhaustive reports on the blighted areas of the third largest city in New York State have been made under the Bureau's auspices, for presentation to a citizens' committee on housing appointed by City Manager Baker. Six selected tracts were studied with special reference to the age of structures, toilet facilities, distance between structures by type of structure, condition of dwelling units by income groups, family incomes by amount and source, income groups by rental categories, per cent of income groups by rental categories, refrigeration equipment by unit rental, cooking equipment by unit rental, monthly rental of units occupied by tenants and number of rooms per unit, mode and time of transportation to work, and condition of vacant dwelling units by type of structure.

Tables giving statistical results and several pages of textual analysis are included in a twenty-one-page mimeographed summary.

Research Bureau Reports Received

Budgeting

A Plan for the Budget of the City. By Max P. Heavenrich, Jr. Flint Institute of Research and Planning. April 1939. 11 pp.

Cost of Government

Cost of Government in Canada. Citizens' Research Institute of Canada. March 31, 1939, 9 pp.

Ten Years of State Finances. Providence Governmental Research Bureau. April 1939. 11 pp.

The Tax Rate Can be Held at \$41.30. Boston Municipal Research Bureau. *Bulletin*, April 5, 1939. 4 pp.

The Baltimore Family and Its Public Debt Burden. The Commission on Governmental Efficiency and Economy, Inc. April 27, 1939. 5 pp.

Financing Michigan's Government: 1930-1938. Bureau of Government, University of Michigan, 1939. 26 pp.

County Government

Suggested Reorganization of County Government. Citizens' League of Cleveland. *Greater Cleveland*, May 4, 1939. 4 pp.

Cuyahoga County Ignored by Present Legislature. Citizens' League of Cleveland. *Greater Cleveland*, April 27, 1939. 2 pp.

Housing

Housing Report. Chapter XIII, Summary of Selected Areas. Rochester Bureau of Municipal Research. *Municipal Research*, April 1939. 21 pp.

Labor

Government Mediation and Arbitration in Industrial Disputes. University of California, Bureau of Public Administration. 1939 Legislative Problems No. 10, March 29, 1939. 25 pp.

Political Activity

Public Employees and Political Activity. The Citizens' League of Cleveland. *Greater Cleveland*, April 13, 1939. 4 pp.

Population Trends

The Rochester Directory. Rochester

Bureau of Municipal Research. April 1939. 1 p.

Some Comments on the Current Estimates of the Population of Detroit. By C. C. Van Vechten, Detroit Bureau of Governmental Research. 7 pp.

Public Utilities

Electric Rates (Schools and Homes). Kansas City Civic Research Institute. *Kansas City Public Affairs*, April 6, 1939. 3 pp.

Public Welfare

Home Relief vs. Work Relief. Rochester Bureau of Municipal Research. April 1939. 1 p.

Relief and Welfare Organization in California. University of California, Bureau of Public Administration. 1939 Legislative Problems No. 5, April 24, 1939. 52 pp.

Standards of Performance

When is a Public Office Operating Efficiently. Dayton Research Association. April 25, 1939. 1 p.

Two Men for Every Job. Kansas City Civic Research Institute. *Kansas City Public Affairs*, May 8, 1939. 1 p.

Keeping Up With the Jones's? (Commissioners' Salaries). Atlantic City Survey Commission, Inc. May 12, 1939. 1 p.

Taxation

The Direct Tax Burden on Low Income Groups. By J. M. Leonard, National Municipal League, New York, 1939. 26 pp.

Severance Taxation. University of California Bureau of Public Administration. 1939 Legislative Problems No. 11, April 10, 1939. 58 pp.

How Wisconsin's Tax System Affects Milwaukee Taxpayers. Citizens' Bureau of Milwaukee. April 1939. 20 pp.

State Tax Administration. University of California Bureau of Public Administration. 1939 Legislative Problems No. 12, April 14, 1939. 18 pp.

Tax Delinquency

Analysis of Fort Wayne Tax Delinquency. Fort Wayne Taxpayers Research Association. April 1939. 4 pp.

Odds and Ends from Here and There

The Role of the City in a Democracy

The best school of democracy and the best guarantee of its success is the best practice of local government. JAMES BRYCE.

The cure for the ills from which cities suffer is more democracy. BRAND WHITLOCK.

How can we talk of intolerance and civil liberties without concerning ourselves with our cities, which are and will be the trying ground of our liberty? Why talk of defending America against dictatorship if we neglect our greatest defense—the ability and willingness to make our democracy work in the governments closest to the people? Editorial, *Public Management*, April 1939.

It Can Be Done

Nobody expects government to be so perfect that we get a full one hundred cents value out of every dollar. However, we CAN either get more for what we are now spending or pay less for what we are now getting. The Iowa Taxpayer, May 1, 1939.

A Plea for Modernized Government

An analysis of our political situation would seem to lead to the conviction that political bodies are inefficient because there is something amiss in the political mechanism we are employing. It is as if a man were compelled to paint a portrait with a toothbrush, or trim a garden lawn with a pocketknife. In brief, we are operating with a system that in many respects is inadequate to the task set before it. The first step toward political reconstruction, therefore, is to examine this curiously inept mechanism and see whether it cannot be made more nearly to comply with modern conditions and demands of life. From *We Move in New Directions*, by H. A. OVERSTREET.

An Irresistible Force

Old is the question: If an irresistible force should meet an immovable body what would happen? Of course the question presupposes an impossible situation. If there is an irresistible force there cannot be an immovable body, and vice versa.

Antiquated methods in government are not immovable, though at times

they appear to be. Slowly but surely they yield to the irresistible forces of change. One of those forces is light, light that reveals the outmoded ways and enables citizens to see them in comparison with newer and better ways.

To bring the light of public knowledge and understanding to bear upon the city's methods of doing business, and to show how those methods can be improved, is the primary function of the bureau of municipal research. Philadelphia Bureau of Municipal Research, Citizens' Business, April 18, 1939.

"The People's Rights"

With an amused wink, but also with an approving nod, have interstaters received the tidings that Massachusetts' Governor Leverett Saltonstall has removed his state from the dwindling ranks of non-signers of the constitution's bill of rights, leaving as sole non-conformists New England's Connecticut and state of Georgia.¹ These first ten amendments were originally presented for the states' approval nearly 150 years ago, in 1791. As he signed in the presence of uniformed cadets, the Governor, echoing the spirit of the liberty-loving colonists, stated that the delay was due to the state's desire to protect the people's rights by "even more inclusive definitions." *State Government*, April 1939.

Where Responsibility Rests

No doctrine is a safe one for the modern world that does not accept as inevitable that government, whatever its form, whatever the scope of its functions, must be genuinely responsible to the people as a whole. CLARENCE A. DYKSTRA, President of the University of Wisconsin and of the National Municipal League.

Fighting Fire with Fire

Lest facetious thieves make off with it before the public has a chance to see it, the crime laboratory in the New York City Building of the World's Fair has been placed under twenty-four-hour police guard. *New York Post*, April 18, 1939.

Hold Your Breath!

The United States Government spends \$1,000 with every breath you take. One questioner asks whether, after all, that is too much to keep 130,000,000 people breathing? Christian Science Monitor, April 21, 1939.

¹Since this comment appeared, both Connecticut and Georgia have signed the bill of rights.

Contributors in Review

Uncle Sam is the landlord of **Hugh A. Bone** (*A Legislative Council for Maryland*) and also one of his employers. This does not mean that Mr. Bone is an inhabitant of one of the federal penitentiaries, but rather that he has the distinction of living in Greenbelt, Maryland, the oldest of the federal government's three planned cities, by virtue of his membership on the staff of the government's resettlement project located there. Mr. Bone's other employer is the state of Maryland, since he is also a University of Maryland instructor in political science, specializing in legislation and municipal administration.

Summering in Europe now, after an absence of twenty years, is **Cullen Bryant Gosnell** (*County Consolidation by Starvation?*) who used to commute there. As an officer on an army transport during the war, Mr. Gosnell crossed twelve times in quick succession, but fortunately for political science all torpedoes missed his boat, including one which approached within a foot and a half. In the years before and after torpedoing Mr. Gosnell lived a slightly more sedate life in connection with a number of universities. He is now professor of political science at Emory University in Atlanta, Georgia, was founder of its Institute of Citizenship, and has been joint editor of its published proceedings since 1929.

Liquor not only is carrying **Thomas S. Green, Jr.**, (*State Trade Barriers—Portents to National Prosperity*) through his graduate work in the political science department at the University of Chicago but is also supporting him in his job with the Council of State Governments. In defense not only of Mr. Green but of Professor Merriam and Mr. Bane be it said, however, that the brew is non-intoxicating and takes the form of a master's dissertation on the extent and nature of alcoholic beverage trade barriers and four research reports on the same subject prepared for the Conference on Interstate Barriers. Before he became addicted to spirits Mr. Green was a member of the class of '37, Williams College, specializing in history.

Feminine contingent of this month's REVIEW is composed exclusively of **Rosina Mohaupt** (Wayne University, '38), whose semi-annual articles on comparative tax rates and per capita debt have become practically a national institution. Miss Mohaupt has been on the staff of the Detroit Bureau of Governmental Research for the past five years. For the last three years she has been author of the said REVIEW articles, which were previously prepared by a gentleman who is now chief statistician for financial statistics of states and cities of the United States Census Bureau.

"Local boy makes good" would be a more than appropriate subtitle to the career of **William Eugene Mosher**, (*The Making of a Public Servant*) who was born in Syracuse, New York, in 1877 and returned there after varied educational and professional experiences to become the first director of Syracuse University's Maxwell School of Citizenship and Public Affairs. Dean Mosher's preëminence in the field of public service training is too generally known to need detailing, but vocational guidance experts may be interested in that considerable phase of his career which included being professor of German language and literature in Oberlin College during 1905-18, and author of *Albrecht von Hallers Using* (1905), *Willkommen in Deutschland* (1906), and, with Dr. F. G. Jenney, *Deutsches Lern und Lesebuch*, in 1913.

Morris B. Schnapper (*Our New Municipal Landlords*) has been on the staff of almost every newspaper in New York City, including the late lamented *World*. In addition he has contributed to numerous other magazines and newspapers, all of which speaks well for his training at the Graduate School of Journalism of Columbia University (class of '33). Mr. Schnapper has been connected with the United States government since 1934, and is now chief of the Information Section of the Informational Service Division of the U. S. Housing Authority. He was born in New York City in 1912.

EDITORIAL

(Continued from Page 410)

Bell, Independence Hall, Betsy Ross's and William Penn's homes.

The city's financial mess forced a previous legislature to yield to pressure to authorize a commission to draft a new charter. Logically this resulted in modern provisions for the council-manager plan with a council elected by proportional representation. Ancient Philadelphia was stirred as it seldom has been before. A Gallup poll at one point showed about three-fourths of the population ready to vote in favor of the changes.

On the run and realizing the people couldn't be "trusted" to decide what kind of government they should have, bossism buried the charter in a legislative committee and had the effrontery to hold a mock funeral service over a copy of the bill.

As sabbateurs of democracy, Hitler and Mussolini are pikers in comparison to the Pennsylvania legislature. If these boss-dominated legislators had deliberately set out to

prove democracy a fraud and a delusion unworthy of the faith of the people, they could have adopted no more logical course.

They are counting, of course, on the short memories and customary lack of sustained popular indignation. The next legislative election will reveal whether Philadelphia knows how to make democracy work and can still reclaim its precious title, "cradle of liberty."

REFINING HOME RULE

(Continued from Page 457)

in 1938 by another amendment to the city home rule law which permits any city to set up a charter commission by petition and popular vote. A 10 per cent petition may either name the commission or specify how it is to be elected or appointed. If the commission is approved at the polls, it proceeds to draft a new charter and submit it directly to the people.

These two amendments and the complete revision of this year, which retains their principles and improves their details, give New York a home rule machinery which is among the most useful in the country. Great progress is expected under it within the next few years.

Recent News Reviewed

Manager Cities Secure Good Government at Bargain Prices

*Merit System for Hawaii
Federal Reorganization Expected to
Save Money*

By H. M. OLMSTED

The report of City Manager Mosley of Colorado Springs, Colorado, for the year 1938 shows that, although the 13.5-mill levy for city purposes in 1938 was one-half mill higher than in 1930, reduced assessed valuations result in the taxpayers contributing for city purposes only 70 per cent as much as in 1930. The light and power department continues to aid in the support of city activities, having contributed 16 per cent of its revenues to the city. Out of total city expenditures in 1938, 67 per cent was for general operation and maintenance, 14 per cent for the federal work relief program, and 19 per cent for capital outlay and debt service.

City Manager Harrah of Durango, Colorado, ended his first full year (1938) as manager with balances in all appropriation accounts.

Good Government in East Cleveland

In East Cleveland, Ohio, City Manager Carran reports that for 1938 the annual cost per person for all city services was \$13.12 plus \$.65 for net interest on general

debt; the latter was again reduced during the year.

Lethbridge Sticks to Debt Retirement

Close to bankruptcy in 1914, with municipal bonds selling at 22 per cent discount, Lethbridge, Alberta, with 14,000 population, elected as mayor a Scot who kept the city from extravagance for fourteen years. In 1928, in the interests of still better financial accomplishment, the manager plan was adopted, and J. T. Watson, Scottish engineer who had made the electric plant pay since 1916, was made manager. Gradually but surely the bonds are being retired, even though municipal improvements have been made and despite the relief load. Taxpayers are kept informed of their city's fiscal progress.

Kingsport Advances Under Plan

Upon the voluntary retirement of Mayor W. L. Holyoke of Kingsport, Tennessee, after eight years in office, City Manager Frank Cloud announced that during the eight years the city tax rate has decreased while all obligations have been met and many civic improvements have been achieved, in regard to streets, schools, sewers, health and safety measures, a mechanical accounting system, etc.

Lively Interest in Manager Plan Continues

The legislature of South Carolina has granted a manager charter to the city of **Greenwood**. First elections under the new setup were held this spring.

Killingly, Connecticut, has adopted the manager plan by a vote of 296 to 157.

The town of **Barre, Vermont** (separate from the city of Barre) adopted the manager plan by a vote of 189 to 134 at a special town meeting on May 12th.

Both houses of the Connecticut legislature have acted favorably on the bill to give **Waterbury** the city manager plan with proportional representation. It is expected that it will be signed by the Governor. The act then goes to a referendum of Waterbury voters on October 3rd.

In **Chicopee, Massachusetts**, a petition for a "Plan E" Charter—city manager with P. R.—was filed on May 5th with the board of registrars of voters by former Alderman George Simonich, whose previous effort to establish a "Plan D" (city manager) charter came within a few hundred votes of adoption a year ago.

At present a petition to have a referendum on the adoption of the Plan B or mayor and city council form of government has been filed to be acted upon as a referendum at the next state election. It will have precedence over the Plan E petition unless a petition filed by Simonich charging the Plan B petition is not in legal form and the State Ballot Law Commission rules Simonich's allegations are founded in fact. Otherwise the Plan E referendum cannot be presented to the voters until the 1942 state election.

A movement to revise the city charter of **Martinsburg, West Virginia**, by referendum, with the manager plan to be seriously considered, has been started by the Junior Board of Trade of Berkeley County.

Saugus, Massachusetts, at its town meeting recently appointed a committee of nine to make an investigation of the town manager plan.

Efforts looking towards obtaining enabling legislation from the North Carolina legislature for a manager charter for **Wilmington** have resulted in nothing

definite. The next legislative session is two years off.

In **Massillon, Ohio**, a nonpartisan committee has been formed to sponsor a referendum concerning a manager charter. The committee has recently issued invitations to civic, political, labor, religious, and other groups to send representatives to a meeting which the committee will call, at which time a permanent organization will be perfected.

The **Allegan, Michigan**, charter commission, in pointing out what sort of charter it expects to provide, lists nonpartisan form of election, city commission and city manager, with the manager acting as clerk and having a deputy clerk.

The Council-Manager Committee for **Birmingham, Alabama**, hopes to get action on the city manager bill when the legislature resumes its session this summer.

In **Oroville, California**, Mayor A. R. Hoke, upon retiring from office, recommended the manager plan for that city.

In **Newark, New Jersey**, the Citizens' Union is circulating petitions for an election on the city manager plan of government.

Petitions are also being circulated by the Chamber of Commerce of **Circleville, Ohio**, for the manager plan.

Clifton Forge, Virginia, will hold a vote on June 20th to determine the sentiment of the people on a change of government to the city manager plan.

The administration of former United States Senator Maury Maverick, mayor-elect of **San Antonio, Texas**, is pledged to submit the city manager form of government for possible adoption to the voters of the city. Mr. Maverick has announced, however, that such submission will be preceded by a campaign of education.

Grand Forks, North Dakota, will again make an attempt to secure the manager plan. A committee has been named to consider the matter of circulating petitions to place the question on the ballot.

In **Prince Rupert, British Columbia**,

the Chamber of Commerce and the Trades and Labor Council are recommending a manager plan charter for their city.

Petitions filed in **Ashtabula, Ohio**, for abandonment of the manager plan have been declared valid by the council. September 8th has been set as the date of the referendum.

In **Miami Beach, Florida**, a legislative act discarding the manager plan, which was submitted to a referendum vote on June 6th, was roundly defeated by a vote of 3,941 to 1,727.

Hardwick, Vermont, voted four to one to retain the manager plan.

In **Webster City, Iowa**, petitions to do away with the manager plan are again being circulated.

The Pennsylvania legislature adjourned without taking final action on either the **Philadelphia** or **Pittsburgh** city manager bills. Both were passed by the Senate but buried in committee in the House.

South Euclid, Ohio voters rejected a proposed manager plan charter in a referendum held June 6th.

A Charter Commission for Providence

The efforts to obtain a new charter for Providence, Rhode Island, have resulted in adoption of legislation authorizing a charter commission of eleven, chosen by the two political parties; the Assembly has promised to enact the resultant charter at its next session, if it is approved in a referendum this fall. The referendum, however, does not bind the legislature, and there appears to be nothing to prevent the Assembly from making any changes it sees fit in a charter draft that has been approved by the people.

The *Providence Bulletin* for May 10th commented editorially:

"The best that can be said for the Providence charter legislation that went through the Assembly literally at the eleventh hour last night is that it is not

as bad as the ripper bill that passed the House last week.

"It limits the Mayor's removal powers to three officers, gives him authority to fire members of the Board of Canvassers only for cause that will stand up before the Supreme Court, and vests in the executive budgetary control which he ought to have. . . . These extraordinary powers all end with the current year.

"As for the charter commission set up in the bill, it will be a political commission, since five of the members will be named by the Mayor, three by the Republican City Committee and three by the Democratic City Committee. That non-political charter reform will come from a body so constituted is hardly to be expected.

"However, the measure will give both parties, leaders of which have professed a desire for a more modern charter, an opportunity to prove their sincerity. In addition, the referendum provision gives the people a chance to kill whatever legislation the committee recommends if it smells too badly."

Governor Vanderbilt signed the measure on May 12th.

Ann Arbor Charter Study

A charter study commission of nine members has been appointed by L. J. Young, president of the Council of Ann Arbor, Michigan. The plan for the appointment of a charter commission had been offered to the voters as an alternative just previous to a referendum on charter revision and an elected commission which the voters defeated in April.

Hawaii Adopts the Merit System

A sixteen-year battle for civil service in the Territory of Hawaii and its subdivisions was won on May 6th when Governor Joseph B. Poindexter signed House Bill No. 2, fathered by Roy A. Vitousek, speaker of the House of Representatives, and one of the pioneer proponents of the merit system for the Islands. The law becomes effective July 1, 1939.

The civil service bill as signed provides for three-man commissions for the Territory, the city and county of Honolulu, and the counties of Hawaii, Maui, and Kauai. The territorial commission will be appointed by the Governor, the others by the heads of the county governments. The commissioners will serve staggered six-year terms.

It is provided that the services of the territorial director of personnel and the machinery of the territorial commission may be utilized by the counties if they do not care to set up their own organizations and are willing to pay their proportionate share of the expense. Under Hawaii law the director of personnel must have three years residence in the Territory.

Present government employees with one year's service and three years residence will not be required to take examinations. No one with less than three years residence is eligible to membership.

The police department of the Island of Kauai is exempted, and the police on Maui and Hawaii will not be included until July 1, 1940. The Honolulu policemen are included.

Political coercion is prohibited and "no person in the civil service shall be obliged to contribute to any political fund or render any political service."

Government employees are not eligible to membership on the commissions and the commissioners are prohibited from serving on political committees and from becoming candidates for public office.

Power of demotion, suspension, and dismissal, except in cases of racial, religious, or political discrimination, rests with the appointing officer. The employee may appeal to the commission for a review and the commission may recommend reinstatement but the department head is not bound to accept the recommendation. In the event of a finding for an employee by the commission and a rejection of its recommendation for reinstatement, the employee's name shall be put on the re-employment

list and he may be paid for lost time, not in excess of sixty days.

Department heads must file written charges against an employee ten days before his separation from the service, and he is given twenty days in which to appeal to the commission.

Membership in employees' associations is permitted but is not compulsory. Employees are given the right to petition the legislature. A 5 per cent veterans preference is allowable only when the applicant makes a passing grade otherwise in his examination.

FREDERICK OHRT

Manager, Board of Water Supply,
Honolulu, T. H.

Civil Service Board for Minnesota

Under the recently adopted merit system law in Minnesota, according to the *News Letter* of the Civil Service Assembly of the United States and Canada, a three-member Civil Service Board will be appointed by the Governor, to serve as an advisory, rule-making, and appellate body. A State Department of Civil Service will be headed by a personnel director who is to be appointed by the board after competitive examination conducted by a special examining committee. The director will be paid a salary of not less than \$5,000 nor more than \$7,000 a year.

Present state employees who have served five years or longer are "blanketed in," subject to a six months' probationary period. Those who have served less than five years will be required to take qualifying examinations, which will be given during a two-year period beginning August 1, 1939. All military veterans, however, regardless of length of employment, are automatically given regular civil service status.

Los Angeles Improves Personnel Administration

The new board of civil service commissioners which was appointed by Mayor

Bowron of Los Angeles, California, has been reorganizing personnel work following the suspension of its former general manager and the dismissal or resignation of the former examiners. Assistant Superintendent L. B. Travers of the Los Angeles school system was borrowed on a part-time basis to assist in the reorganizing; he was followed in February by the appointment of a temporary general manager from the staff of the director of the budget. A permanent general manager is being selected by a promotional examination. More rigid policies as to candidates for positions have been adopted, including the setting up of higher educational standards. Interdepartmental promotional tests have been adopted. A reclassification survey is contemplated.

The success of the interne system for training in governmental service in Los Angeles County has led both the city of Los Angeles and the State Relief Administration to institute examinations for internes.

Poor Civil Service Ordinance Loses in Berkeley, California

At the biennial municipal election in Berkeley on May 2nd, in addition to the election of council and of Frank Gaines as the new mayor, a proposal for an initiated civil service ordinance was defeated by a two-to-one vote. The proposal was very hastily and poorly drawn and was supported primarily by some of the public employees. This ordinance was fought by the League of Women Voters as being a disturbing element in the successful city manager plan under which Berkeley has lived for many years.

EDWIN A. COTTRELL
Stanford University

Another Small City Adopts Merit System

Mount Vernon, Illinois, (12,000 population) recently joined the ranks of small cities subscribing to the merit principle.

Mayor C. C. Satterfield has announced the appointment of the Board of Fire and Police Commissioners contemplated by the sponsors of the civil service proposition which carried by a narrow margin at the April election.

Future appointment of firemen and policemen will be made on the basis of competitive examinations. Men who have served for more than a year will not be required to take examinations. These employees can be discharged only for cause and are entitled to a public hearing before the board in case a charge is brought. According to Hassel B. Smith, chairman of the Board of Commissioners, technical assistance in making up and giving examinations will be sought from the Illinois Municipal League and the St. Louis Fire and Police Departments.

LEON WEAVER

Illinois Local Finance Survey

Extended Planning Control Proposed for Muskegon

In order to permit the planning commissions of the city of Muskegon, Michigan, and neighboring communities to have a means of control over new subdivisions, City Manager Carl H. Peterson of Muskegon has proposed the establishment of a metropolitan area, including Greater Muskegon and portions of Norton and Muskegon Townships.

Baltimore Adopts Planning Amendment

At the municipal election on May 2nd, the voters of Baltimore, Maryland, approved an amendment to the city charter calling for the installation of a system of city planning, which would carry into effect a major portion of the recommendations which this commission has been urging the city to adopt for some time.

D. BENTON BISER, *Director*
Baltimore Commission on Governmental
Efficiency and Economy, Inc.

Cities Go Afield for Civil Service Candidates

Recent reports to the Civil Service Assembly of the United States and Canada indicate that many municipalities are attempting to improve the calibre of their employees by dropping the "home town men for home town jobs" clause from their civil service laws, thus permitting a selection from the country at large. Not only are important positions in these cities advertised to other than native sons, but those who make up the examining boards are drawn from other cities, and examinations for candidates living at a distance are arranged in several centers throughout the country.

When Portland, Oregon, announced its recent examination for junior personnel technician the qualifications did not include local residence. One hundred fifty-four applicants were accepted and 118 completed the written tests given in thirteen cities. The examinations were given to thirty-seven persons from New York State, twenty-three from Oregon, twenty-one from California, twelve from Washington, D. C., and the remainder from six other states. Forty persons were put on the eligible list.

In seeking a secretary and chief examiner for its Civil Service Commission, Seattle, Washington, gave a written test to fifty-one applicants in twenty-one cities. A special examining committee met in Seattle to evaluate education and experience of the applicants. The committee membership included a judge, and representatives of the California State Personnel Board, and the Northwest Regional Council.

The Los Angeles City Civil Service Commission is waiving residence requirements on five technical personnel positions for which nation-wide examinations were announced last month. Examinations will be given in more than a dozen cities.

Within the past year Evanston, Illinois, selected the chief examiner of its Civil Service Commission from a list of approximately fifty candidates of country-

wide residence. A New York State resident got the job.

Governmental Apprentices in Eighteen Cities

A total of 108 apprentices in eighteen cities are in training for administrative positions, according to a survey by the International City Managers' Association. Cincinnati alone had eighty-seven municipal university students working part time in city offices.

Police and Traffic Training

Statewide training of police officers in Colorado has been continued this year under an itinerant instructor from the Denver Police Training School, who, with various other instructors, gives lectures at nineteen zone centers throughout the state.

A training school for commanding police officers in nine Michigan cities was recently inaugurated by the Michigan State Vocational Board, according to the Civil Service Assembly.

The Northwestern University Traffic Institute, Evanston, Illinois, has announced eight police fellowships of \$1,200 each, available to municipal police officers during the 1939-40 academic year, made possible by the Kemper Foundation for Traffic Police Training.

The Bureau of Street Traffic Research at Yale University announces nineteen graduate fellowships of approximately \$1,400 each in street and highway traffic engineering for the 1939-40 academic year, available to young graduate engineers.

The End of the Michigan Legislative Council

Michigan's experience with a legislative council comes to an end this year with the repeal of the act of 1933 which created it.

In form the statute creating the council left much to be desired, since the membership of the body was appointed by the speaker, acting for the House, and by the

lieutenant-governor for the Senate. Thus it was open to the charge that the council was the personal plaything of these two officials who could claim a permanent seat thereon. In addition, no liaison was provided between the executive and the legislature; a faint possibility exists for the truth of the construction of this defect as being intended to cut the Michigan executive out of the picture, and thus to use the council as an anti-gubernatorial instrument.

The handicaps under which the Michigan Legislative Council attempted to operate included the structural defects noted above, the denial of adequate funds, the failure to provide a continuing research agency, the requirement that the council might function only between sessions of the legislature, and a ruling of the attorney-general during the Murphy administration that the legislative branches could not set up investigating committees to operate between sessions.

With such a wealth of hampering obstacles, it is still true that the council might have functioned had there not been gubernatorial opposition throughout its entire life. Only in the Comstock administration of 1933-35 did such opposition not annoy and retard the work of the council; perhaps this good fortune is explained by the presence upon the council of its father, Martin R. Bradley, speaker of the House during that time, a highly capable and generally respected individual.

The first Fitzgerald administration in 1935 found the Governor denouncing the council as a lame-duck body, pointing out its high rate of turnover in membership, and lamenting generally such modern trends in government. The Murphy administration indeed refrained from any direct attack upon the council, but certainly made deep inroads into the sphere of its possible activity by continuing and expanding the use of special gubernatorial commissions, such as the Fitzgerald committees on civil service and welfare organization, and the Murphy Tax Study Commission and Com-

mission on Reform and Modernization in Government.

From the standpoint of the legislative council movement, the loss is largely one of number, if not entirely so. One can scarcely mourn the passing of a defective, weak Council; in the light of this experience of Michigan's, it will be easier to avoid mistakes, and to build rightly and anew.

CHARLES W. SHULL

Wayne University, Detroit

State Land Problems

The state of Arkansas which now owns two million acres of land, or one-sixteenth of the state area, has authorized a state land commissioner to conduct investigations into the best use of the various tracts. The State Planning Board is permitted to assist the commissioner, on request, in supervising the classification of this land as to suitability for agriculture, forests, parks, etc. Land suitable for agriculture may be developed by the state in coöperation with the federal government and may be returned in areas of suitable size to farm families through sale or outright grants under the state donation law. The state will retain mineral rights in lands returned to private ownership. Arkansas like many other states has suffered from much reversion of land through tax delinquency and abandonment and is seeking the best use of such land for private or public purposes.

The federal government has recently transferred to the state of South Carolina, for management for a term of fifty years, 45,000 acres of submarginal land that has been developed for forestry, wild life, and recreational use. The state agrees to continue such use and to maintain existing improvements.

River Pollution Control by Interstate Compacts

Sixteen states have approved or have under consideration anti-pollution com-

pacts to regulate the flow of sewage in four major river basins—those of the Ohio, Potomac, Delaware, and Red River of the North. The arrangements for the latter two rivers are already operative. Nine states are involved in the Ohio River plan; two—Indiana and West Virginia—had ratified it by May 1st, according to the Council of State Governments, and it was pending before the legislatures of Illinois, New York, and Pennsylvania. Formation of the Potomac Valley Conservancy District for abatement of pollution in the Potomac watershed has been announced by representatives of West Virginia, Virginia, Maryland, Pennsylvania, and the District of Columbia. The compact, which must be ratified by the various legislatures, provides for a permanent body of three members from each state and three to be appointed by the President.

Connecticut Court Bill Eliminates Constables' Fees

A court reform bill introduced in the Connecticut legislature places all judges, grand jurors, and constables on salaries, doing away with constables' fees, immemorial subject of abuse. Permission is granted for the formation of court districts by local action. A town provided with a court could take over the court work of an adjacent town upon application therefrom.

Federal Reorganization Proceeds

President Roosevelt's first reorganization proposal under the new reorganization act was overwhelmingly approved by the House of Representatives on May 3rd. Its chief features were the establishment of three new federal agencies, to correlate the following activities:

Federal Works Agency: Public Roads Administration, Public Works Administration, Works Progress Administration, United States Housing Authority, Public Buildings Administration;

Federal Security Agency: Social Security Board, Office of Education, Public Health Service, National Youth Administration, Civilian Conservation Corps;

Federal Loan Agency: Reconstruction Finance Corporation, Federal Housing Administration, Federal Home Loan Bank Board, Electric Home and Farm Authority, Export-Import Bank of Washington.

The Bureau of the Budget is brought to the White House from the Treasury, and has added to it the functions of the General Statistical Board. The National Resources Committee becomes the National Resources Planning Board, to carry on studies for the President.

The President's second proposal, submitted to Congress May 9th, was approved by the Senate on May 12th. It abolishes seven federal agencies and shifts sixteen others. Notable changes include abolition of the Bituminous Coal Commission, its functions being placed in the Interior Department; and also of the National Emergency Council, its duties being shifted to the White House. Foreign commerce and agricultural functions are transferred to the State Department from the Commerce and Agriculture Departments respectively.

In addition to the coal commission's former duties, the Interior Department acquires the Bureau of Insular Affairs, from the War Department, to be merged with the Territories and Islands Division; the Bureau of Fisheries from the Commerce Department; the Biological Survey from the Agriculture Department; and the Mount Rushmore National Memorial Commission.

The Rural Electrification Commission is placed in the Agriculture Department; the Inland Waterways Corporation goes from the War to the Commerce Department. The Codification Board is abolished and its functions transferred to the National Archives.

The first proposal was estimated to effect a saving of \$15,000,000 to \$20,000,000 a year out of \$235,000,000 total expenses

involved—although the more emphasized gain is greater efficiency. The second proposal is designed to save \$1,250,000 annually out of a \$25,000,000 total.

Both houses of Congress have now passed a bill setting July 1st as the date on which reorganization shall be effective.

Wellesley Summer Institute

"How can we make democracy work?" is the theme for the 1939 Wellesley Summer Institute for Social Progress, which will be held July 8th to 22nd at Wellesley College, Wellesley, Massachusetts. Mornings will be devoted to lectures by the resident leaders on the essentials of democratic life and the corresponding requirements upon the social order; informal discussions will also be held. In the afternoon various round tables will meet, while on several evenings prominent outside speakers will be heard. The secretary is Grace L. Os-good, 14 West Elm Avenue, Wollaston, Massachusetts.

National Recreation Congress

The National Recreation Association has announced that its twenty-fourth national congress will be held in Boston October 9th to 13th. It is expected that about 1500 persons will attend, including representatives from public and private recreation agencies, schools, colleges, churches, and governmental departments. The program will include a series of discussion groups and addresses on important topics by outstanding speakers. Dr. John Finley of the *New York Times* will preside.

Mayors Draft La Guardia

At the ninth annual convention of the United States Conference of Mayors, held in New York City May 15th to 17th, Mayor F. H. La Guardia of New York City was re-elected president of the conference for a fourth consecutive term, over his vigorous objection. Mayor E. J. Kelly of Chicago, vice-president, launched a

"draft La Guardia" movement, and the incumbent president's protests were overruled.

The conference adopted resolutions favoring continuance of the WPA and the government housing program, opposing jurisdictional labor strikes and attempts by the federal government to tax municipal bonds, and petitioning President Roosevelt to direct a nation-wide survey of the tax structure.

City-County Consolidation Recommended for Cleveland and Louisville

Oklahoma's Governor Suggests County Consolidation; Georgia County Wants Manager; Legislatures Fail to Act on County Manager Bills

By PAUL W. WAGER

Complete reorganization of the county and municipal governments in Cuyahoga County into a municipality to be known as the city and county of Cleveland, with an optional borough system for those sections of the county so desiring, is provided for in the draft of a new city-county charter prepared after two years of study by a special committee of twenty-eight appointed by the Citizens League.

Under the provisions of the charter draft, which follows in general outline the preliminary announcement made by the committee some months ago, all functions of the present county government and the governments of the fifty-seven municipalities and townships in the county would be consolidated in the city and county of Cleveland, operating under the manager form of government, except that any section of the county not less than two square miles in area and with a popula-

tion of not less than 2,000 could by majority vote of its electors set up an administrative borough.

The boroughs so established would be left with those activities which have been successfully administered by the self-governing suburbs and the surrender of which has been one of the main obstacles to consolidation. Such activities include street maintenance, street cleaning and lighting, garbage and trash collection, local fire and police departments, playgrounds and baths. The boroughs would be permitted to draw up their budgets and to fix the local tax rates covering such services as were retained under their administration.

The charter would in no way upset the present school systems, library boards, or courts, all of which are provided for and operated under the provisions of the state law and constitution. However, the jurisdiction of the Municipal Court would be extended over the entire county.

There would be a council of fifteen members, elected at large by proportional representation, serving four-year terms so overlapping that seven would be elected one year and eight two years later. The manager would of course be appointed by the council. There would be eight departments—finance, law, safety, parks and property, public works, health and welfare, records, and public utilities. There would also be a personnel commission, a planning commission, a board of tax revision, and a board of zoning appeals.

What disposition the citizens of Cleveland and Cuyahoga County will make of the proposed charter remains to be determined.

Oklahoma's Governor for County Consolidation

A recent editorial in the *Tulsa World* states that Governor Phillips of Oklahoma has made a definite statement in favor of county consolidation. The Governor "named three east side counties which have

a combined valuation of \$17,000,000, and showed that each of ten counties has a valuation of less than \$5,000,000. Obviously," continues the editorial, "adequate local government cannot be maintained in such cases. Obviously these counties cannot continue to run under the scale of modern demands without ruinous tax rate or direct aid from the state. Aid to counties has been administered in many ways. . . . Counties are demanding more and more support from the state, and if that practice is continued, it will naturally result in the elimination of some counties."

Fulton County, Georgia, Considers Manager

As a result of discussions between the county commissioners and the grand jury, the latter has recommended the adoption of the manager form of government in Fulton County. Moreover, some of the jurors are said to favor an appointment from outside the county so that the appointee will not be aligned with any political faction and thus be less amenable to pressure. It was encouraging to find a disposition, should the plan be adopted, to secure the best executive that could be obtained and with a salary commensurate with his ability. Practically every department and every function of the county government were studied by the jury in a seven-weeks probe and it was this investigation which prompted the demand for a manager.

No Action on County Manager Bill in Oregon

A bill was introduced in the recent session of the Oregon legislature to give the people of each county the right to vote on the adoption of the county manager plan. The committee to which the bill was referred was favorable but took no action because of the doubtful constitutionality of the bill. Between now and the next session an effort will be made to have a satisfactory constitutional

amendment drawn so that the bill may be presented again and considered in conjunction with the amendment.

Colorado Manager Bill Fails

A bill before the Colorado legislature to make the county manager plan optional on referendum failed to receive favorable action. Since the legislature meets only every two years, there can be no important change in the organization of county government in that state for another two years.

New York Fusionists Continue Effort to Reduce County Officers

The City Fusion party of New York has started the circulation of petitions to amend the city charter by a referendum vote at the November election. Such referendum would attempt to abolish the offices of sheriff and register in each of the five counties of the city and substitute therefor one sheriff and one register for the entire city appointed by the Mayor.

The effort was initiated at the annual ball of the City Fusion party on May 6th. Eight girls, dressed in housemaids' costumes and carrying feather dusters, distributed the petitions. These and other girls constituting a committee called the Municipal Maids later will seek signers throughout the city. The argument advanced for the change is that the reorganization of the county governments in the interest of economy is like a job of good housekeeping. The slogan of the committee is: "When women sweep, corruption flees."

The proposed charter amendment would accomplish the same purpose as the bills introduced in the city council by Mrs. Genevieve B. Earle at the first meeting of the council and which were defeated last December.¹

¹See NATIONAL MUNICIPAL REVIEW for January 1939, p. 62.

Louisville League of Women Voters Favors City-County Consolidation

At its annual meeting held in May, the Louisville League of Women Voters went on record as favoring consolidation of the city of Louisville and Jefferson County. It supported, first, a program for voluntary consolidation by agreement of city and county government departments; second, committee recommendations regarding a long-term program for an amendment to the state constitution to permit the consolidation of Louisville and Jefferson County and home rule.

County Courts Established in Tennessee

The justices of the peace in Tennessee are gradually being shorn of their judicial as well as administrative powers. The recent session of the legislature provided for the establishment of general sessions courts in four counties. The act in respect to Knox County has been mentioned in an earlier issue (March 1939). Special acts created similar courts in Robertson, Williamson, and Trousdale Counties. In all three cases the Court of General Sessions is given all authority and jurisdiction heretofore exercised by the justices of the peace. The courts will have both civil and criminal jurisdictions. The justices of the peace retain their position as members of the County Board, or Quarterly County Court as it is called. Costs and fees in the new court will remain the same as they were in the justice of the peace court. The judge in Robertson County will receive \$1,800 and will be expected to devote full time to the work. The Williamson judge will receive \$1,500 a year and the Trousdale judge \$900, both of these posts being considered part-time. The first incumbents are to be appointed by the Governor, and their successors popularly elected. After 1942 the terms will be eight years.

Local Option in Tennessee

Under the authority of the local option liquor law passed by the recent session of the Tennessee legislature liquor may be sold in sealed packages in counties where a majority of the electors vote for repeal of prohibition. To date four counties have held referenda on the issue and three have voted for repeal. At least four other counties are scheduled to have elections in May.

A Correction

Your editor regrets the error made in this department last month when recent accomplishments of Oakland County, Michigan, as reported by the Oakland Citizens League, were inadvertently credited to Oakland County, California. Title of the note should have read: "Michigan County Makes Fine Fiscal Record."

Alabama Plans Supervision of Local Government Finance

***New York States Pay More Taxes
Arkansas and California to Assist
Local Assessors***

By WADE S. SMITH

One of the most important parts of the program of state administrative reorganization proposed by Governor Frank M. Dixon of Alabama was that providing for the creation of a Department of Finance, which came into existence on March 7, 1939. Within this department is to be a division of local finance under the direction of a chief appointed by the director of finance with the approval of the Governor.

As originally introduced, the bill setting up the Department of Finance would have established direct state control of local finance on a broad basis, but during its

procedure through the legislative channels certain changes were made which eliminated or weakened some of the more stringent provisions. Despite these alterations, however, the statute as enacted confers important duties on the Division of Local Finance relating to local government budgeting, purchasing, auditing, and indebtedness.

Counties, municipal corporations, political subdivisions, and other local public bodies, with the exception of boards of education and county public welfare agencies, are required to submit certified copies of their annual budgets within thirty days after adoption. No power is granted the Division of Local Finance to review or to disallow any provisions in these budgets. The principal purpose of this requirement appears to be that of providing the Division of Local Finance with information which can be used in discharging other duties enumerated below.

Counties are required to report periodically on "all purchases of furniture, fixtures, supplies, material, equipment, and other personal property, except printing, and all contracts and leases for the use or acquisition thereof," when the amount of the purchase is \$100 or above. On their own initiative, counties, cities, and other political subdivisions may empower the Division of Purchases and Stores in the Department of Finance to make such purchases as may be agreed upon.

The Division of Local Finance is directed to audit the financial transactions of all county officers and to prepare a uniform system of county records and accounts. The division likewise may audit the records and accounts of the cities if the municipal officials so desire. Each city is required to submit a certified copy of its annual audit within one month after completion, and if no municipal audit is made for a period of two years the Division of Local Finance may make the audit itself or compel the city to act.

Counties, cities, and other political subdivisions, except boards of education and county public welfare agencies, are required to submit an annual debt statement showing all general or special obligations payable from any source, interest rates, provisions made for repayment, condition of all sinking funds, and any other facts pertinent to their financial condition. These reports are to be submitted to the Division of Local Finance not later than November 1st of each year. The beginnings of state supervision of local government bond issues are to be found in the provision requiring notice to be given to the division at least two weeks prior to the bond sale. At its discretion the division may investigate the ability of the city, county, or political subdivision to care for this additional indebtedness and may pass judgment as to its advisability. Such advice is not binding and has no adverse effect on the validity of the bonds.

In those instances where a debt default of a local governmental unit, except boards of education, has extended for a period of ninety days or more, the Division of Local Finance, if requested in writing by the holder of any bond in default, may assume control of the revenues applicable to the payment of such debt. State control over expenditures for debt purposes continues until payment is made or until a plan for payment has been agreed upon by the governing body concerned and by the holders of three-fourths of the face value of the bonds in default.

In addition to its specific duties the Division of Local Finance is authorized to assist, advise, and furnish information to local government officers with respect to finances, taxation, revenue, indebtedness, accountancy, and budgeting. It is further prescribed that the division may prepare studies and reports on local finance, which may be published if the approval of the director of finance is secured. The agents of the division are to be given access to

and the right to copy from such financial records of cities, counties, and other political subdivisions as may be necessary in the course of their work.

The portions of this bill which are new are those relating to the city, since state auditing of county financial transactions has been a practice for some years. Although the direction which the efforts of the Division of Local Finance will take has not as yet been definitely determined, one county already has taken advantage of the state purchasing facilities and undoubtedly others will follow suit. If the Division of Local Finance is successful in its efforts to collect and publish the data called for in the several reports, there will be available for the first time a continuous source of information on local government finance in Alabama.

WELDON COOPER

University of Alabama

Kentucky Rules on Tax Reciprocity

In deciding the Dixie Wholesale Grocery Company, Inc., case, the Kentucky Court of Appeals settled a number of issues regarding reciprocal interchange of confidential data with other states. The case arose under the state cigarette tax, but it involved issues important in the administration of numerous other measures. The specific problem was whether or not data regarding alleged sales to customers in Ohio tax-free could lawfully be supplied to the Ohio tax officials on a reciprocal basis. The grocery company alleged that supplying such data to Ohio: (a) was contrary to the commerce clause of the federal constitution; (b) was a violation of the company's constitutional immunity from unlawful search and seizure; and, (c) was effected pursuant to a compact between states without congressional approval and hence repugnant to the federal constitution.

On all counts the court sustained the department's position. The administration

could scarcely desire a more wholehearted endorsement of the indispensable administrative device of confidential interchange of data regarding interstate shipments of individual taxpayers. Thus the decision will be found of fundamental importance throughout the country. A contrary view by the courts would make effective state tax administration at many points impossible and would thus strike a direct blow at our federal system of government.

JAMES W. MARTIN

Commissioner of Revenue, Kentucky

State Supervision of Local Property Assessment Increasing

In harmony with the growing policy of state assistance to local assessors of property taxes, Arkansas and California have recently added supervisory divisions to their state tax departments, according to the National Association of Assessing Officers. Similar plans have been recommended recently for Colorado, Maine, and West Virginia.

State supervision and coöperation are practiced in some degree in all but six or eight states for the purpose of improving original assessments. In states where the idea has been most highly developed, supervision operates by geographic districts or according to types of property.

Best known of the states using the geographic division is Wisconsin, which Arkansas is using as the pattern for its new organization. Wisconsin first elected county assessment supervisors in 1901, abolished the offices in 1911 when the state income tax was adopted, and replaced them with appointed assessors of income who also supervised local property assessments. Later a new office—supervisor of assessments—was created and the number of districts set at ten.

Arkansas has been divided into seven supervisory districts. Supervisors in charge are to visit local assessors and help work out difficult and unusual assessment problems. They are also to aid the state

corporation commission in tax equalization. Other states which follow the geographic plan of supervision include Illinois and Maryland.

Supervision according to types of property is illustrated by the system recently created in California. In this state the Board of Equalization has created a division of assessment standards with a full-time director. Assessment experts head five departments—oil, forest, farm land, urban land, and buildings—and each performs the supervisory job for all local assessors in the state.

New York Legislature Adjourns after Raising Taxes

Adjourning on the evening of May 20th, after the longest session in twenty-eight years, the New York State legislature adopted a budget of \$388,000,000 which, including supplementary appropriations, was some \$26,000,000 below the budget submitted to it by Governor Lehman. Despite the cut the legislature found it necessary to continue the so-called emergency taxes, including the 1 per cent emergency income levy, the third and fourth cents of the gasoline tax, higher rates on stock transfers and estates, etc. In addition, the legislature enacted a state-wide tax of one cent on each ten cigarettes sold, increased the liquor tax 50 per cent, and imposed a tax on the income of federal officeholders. It rejected the Governor's request for a state business turnover tax and the restoration of the state ad valorem property tax levy, but accepted his recommendation of \$54,000,000 in new moneys for relief during the next fiscal year.

Although the legislature did little to relieve the pressure on New York City finances by failing to consider legislation in connection with mandatory charges, it did enact a housing measure designed to implement the housing section in the new state constitution adopted last fall. The housing bill authorizes the state to lend its credit to the extent of \$150,000,000, of

which \$50,000,000 will be available during the next fiscal year, to localities for financing low cost housing projects. It also guarantees an immediate subsidy of \$250,000 a year, with \$1,000,000 a year available after the first year, to help meet the interest and amortization on the loans it makes. The localities must balance the state's subsidy in the form of tax exemption or outright aid, while the localities may also use their own credit, up to an additional 2 per cent of their assessed valuation, provided that they levy any of several special taxes to service the bonds. Not more than two-thirds of the state grants or subsidies may go to New York City.

The session, which was controlled by the Republicans for the first time in some years, was marked by a split in the majority membership which resulted in the shelving of many bills highly important—in particular to New York City. The inability of the legislature to enact a state sales tax, however, is regarded by some as a partial atonement for the numerous sins of omission.

New Jersey Still Juggles Relief Problem

Despite lengthy discussion and frequent recesses to permit high-powered consultation of legislative leaders, the New Jersey state legislature appears in mid-May as far from a solution of its relief problem as at the beginning of the session. Latest effort, which was expected to be presented to the Senate on May 22nd when it reconvened after a two-weeks recess, was a proposal to tie relief financing up with the controversial attempt to rebate delinquent railroad taxes. It is reported that the Republican majority in the Senate will present a program based on a \$15,000,000 state bond issue and the diversion of \$4,000,000 of highway funds to meet the larger part of relief needs; and, as part of the program, will enact the appropriation bill and election reform legislation, with the House to pass the Senate-approved bill providing for a \$14,263,000 settlement of

the \$34,000,000 delinquent railroad taxes and \$12,000,000 accrued interest.

Also to be considered is a bill to reduce the interest charged on delinquent municipal property taxes from 8 per cent to 5 per cent.

State Refunding of County Road Debt Proposed in Florida

Investment houses have laid a proposal before the Florida legislature, according to the *Daily Bond Buyer*, that some \$127,000,000 of county road bonds be refunded by the use of the state's credit, with gas tax money as security. The plan would contemplate immediate issuance of \$50,000,000 of state certificates of indebtedness to replace a like amount of callable county road bonds.

Should the new state obligations run over a period of twenty-five years, with interest coupons at 3½ per cent, a savings of between \$32,000,000 and \$40,000,000 is indicated in interest charges. A fee of 1 per cent of the callable bonds would go to the bond dealers.

The Florida legislature also has before it a bill under which tax levies of cities and towns would be drastically reduced on a graduated program of budget reduction. It is said that the proposal would require a 5 per cent reduction annually for the next five years, so that beginning in 1944 each unit would be limited to not more than 75 per cent of the 1939 tax.

Public Bond Sales for Ohio Municipalities

The Ohio legislature is reported to have passed and sent to the Governor for signature a bill to require the public sale of municipal general obligation bonds unless the issue is \$15,000 or less. The bill also reduces the term of notes that may be sold at private sale from two to one year, but this provision will not affect certain water works, bridge, and revenue obligations.

P. R. Events and Opinions

Wheeling's Second P. R. Election Waterbury Bill Passed by Legislature

Machines Block Referenda in Three States

By **GEORGE H. HALLETT, JR.**

P. R. Upheld in Cincinnati

At the special election on June 6th Cincinnati voters defeated the proposal to repeal P. R. by an official margin of 48,300 to 47,558. "P. R. has again triumphed over the predictedly unbeatable combination of a political machine and an election timed to handicap independent thinking and independent voting in the worst possible way," wired Forest Frank, executive director of the City Charter Committee.

Wheeling, West Virginia, elected its council of nine members by P. R. for the second time on May 25th. The first P. R. election had been held four years before.

The results were generally acclaimed.

"The results of Wheeling's second councilmanic election under proportional representation should prove generally satisfactory," said the *Wheeling Intelligencer* editorially on May 29th. "The nine men chosen constitute a capable, well balanced and representative group of public servants. As individuals, they reflect the influence of the proportional method of electing officials. As a body, they have the potential ability to serve the people of Wheeling well."

Two days earlier, before the P. R. count was completed, the *News-Register* said: "There is every indication the proportional system has again demonstrated its worth and Wheeling will have another good council. . . . As the *News-Register* has reiterated, the time required to tabulate the vote is minor in comparison to the benefits the system brings."

"The nine council members are well

distributed according to residence," said William S. Jones, president of the Wheeling Association, which led the campaign for the adoption of P. R. in 1935 and its successful defense last year. "And when one considers the make-up of various voting groups, the council membership includes almost every large division. . . . There is a high degree of ability in the new council and we are confident that Wheeling can look forward to a continuation of the good government we have had for four years, and perhaps to even better progress, now that our form of government is better established and better understood."

Five members of the outgoing council, including the mayor, were re-elected and three defeated. The new council will include an attorney who was formerly Republican whip of the national House of Representatives, a florist, a funeral director, an executive of the Wheeling Electric Company, an automobile salesman well known as a labor union man, another attorney, a sanitary engineer, a real estate man, and the manager of an insurance agency. It will contain five Protestants and four Catholics.

Although party lines did not enter the campaign at all, the new council will contain both Republicans (seven) and Democrats (two). According to the *Intelligencer*, "there are no cliques, no special interests, represented in the council."

The number of aspirants for the council this year dropped from the world's record of 122 in 1935 to 73. P. R. nomination is unusually easy in Wheeling—any voter may sign two petitions instead of the usual one and three hundred signers are sufficient.

The counting board again rejected suggestions that they draw on the experience of other cities in planning for the count and the arrangements were far from efficient judged by ordinary standards. Nevertheless, the count moved more smoothly than it had four years before and was completed early on the third day after

the election by dint of continuous counting in shifts. There was no question as to the count's honesty or substantial accuracy.

The newspapers and others did good educational work in preparation for the election, the *Intelligencer* carrying a series of informative articles by Julian G. Hearne, Jr., first president of the Wheeling Association and adviser to the P. R.-manager campaign in Waterbury, Connecticut.

Waterbury to Vote This Fall

The Connecticut Senate on May 23rd passed without change the Waterbury charter bill, which had already passed the House of Representatives. The Governor has promised to approve it. A referendum will be held at a special election on October 3rd as to whether the city shall adopt the city manager plan with proportional representation. If the vote is favorable, the first council will be elected by P. R. at a special election in November. The Citizens Good Government Association of Waterbury, of which Mr. Harold F. White is chairman, is planning an intensive campaign for adoption.

Majority Party Blocks Charter Bills in Pennsylvania

The Pennsylvania legislature adjourned on May 30th after an all-night session without passing any legislation on charter revision for Philadelphia or Pittsburgh. When it became evident that the House of Representatives intended to "pickle" the Philadelphia city charter bill which had passed the Senate, in spite of the overwhelming popular demand for its adoption, Senator Franklin Spencer Edmonds, Philadelphia Republican, introduced a bill under which any charter revision could have been put on the ballot by a 20 per cent petition, but this also failed. The Philadelphia Republican machine apparently was unwilling to risk its chances in any popular referendum on a plan which it thought

threatened its political future. Plans to punish the organization in the mayoralty election this fall and to continue the charter fight for a future session are under discussion.

Boston Bill Advances But is Lost

After a well attended hearing the Massachusetts legislature's Committee on Cities reported favorably the bill to extend to Boston the right already conferred on all other Massachusetts cities to adopt P. R. for its city council by petition and popular vote; whereupon the Senate passed the measure by a vote of 20 to 13. The House, however, killed it on May 31st, 106 to 97.

Illinois Bills Narrowly Defeated

Once again the Illinois legislature has refused to permit all cities in the state to use P. R. and the manager plan, but by a vote close enough to give some encouragement for the future.

City manager-P.R. enabling bills, substantially the same as those introduced in the 1937 regular session and the 1938 special session, were introduced in the current session of the Illinois General Assembly on February 7th.

The new bills differ from the others in an increase of the size of the council, in cities of 500,000 population or more, from nine to eleven; and in placing the administration of civil service under a personnel director, appointed by the manager, and the creation of a civil service commission composed of the personnel director and two members to be named by the city council. Provisions for initiative and referendum were also incorporated in the new bills in the hope that they would be instrumental in winning more labor support.

The Municipalities Committee of the House of Representatives devoted two hearings to the bills, after which a motion that they be voted out of committee with the recommendation that they pass failed

on a roll call fifteen to sixteen. A motion to vote them out with the recommendation that they do not pass was then carried sixteen to thirteen.

By agreement of the proponents and opponents of the bills a debate was held before the Committee of the Whole House and the bills advanced to second reading. Some twenty-five amendments were then offered, the first of which was to eliminate cities of 500,000 population or more from the bills. On second reading a motion to table the motion to adopt this first amendment lost by a vote of sixty-four to sixty-seven. Encouraged by this success of the Chicago machine, Representative Harry M. McCaskrin of Rock Island moved to amend House Bill 225 (the principal bill) by striking out the enabling clause. This motion was carried by a vote of sixty-nine to sixty-six and the prospects of getting city manager legislation passed at this session of the General Assembly were dead.

The opposition to the city manager bills consists of the Kelly-Nash machine and the Chicago Federation of Labor. While some of the proponents believe that labor's opposition is because of deals with the machine, there is little question that many labor leaders and some legislators sincerely believe that the city manager plan is a "dictatorship" and "un-American."

ROBERT J. GARRIGAN

Chicago City Club

A P. R. Leader in Chicago Council

Paul H. Douglas, professor of economics at the University of Chicago, trustee of the Proportional Representation League, and for some years president of an active Illinois branch of the P. R. League, was elected this spring to the Chicago City Council as alderman from the fifth ward. Running as an independent, but with the support of Mayor Kelly, Professor Douglas defeated Alderman James J. Cusack, Jr., by more than 6,000 votes. One of the numerous groups which supported Profes-

sor Douglas in his campaign was the Chicago City Manager League, which has been working for optional P. R.-city manager legislation.

Can It Happen Here?

The following editorial appeared under this heading in the Cincinnati Post on April 15th, shortly before the conviction and imprisonment of "Boss" Pendergast of Kansas City.

Why should Kansas City, with a city manager, have rotten public administration?

Why should Cincinnati, also with a city manager, have honest and economical municipal government?

The two cities are not far apart in population. Their municipal problems cannot be so very different. The average man and woman in Kansas City must be as eager for good police and fire protection and efficient and economical public services as are the people of Cincinnati.

Why do the people of Kansas City appear helpless to make a change? Why isn't there a minority in their city council to speak up in protest, at least?

A good part of the explanation, we believe, goes back to the forces behind the Council and the method of electing the municipal law-making body there.

Kansas City uses almost the same type of ballot which the Republican organization proposes for Cincinnati. (The major difference is that Kansas City has a run-off primary which is not included in the local proposal.)

The net result of this voting system in Kansas City has been that the Pendergast machine has captured EVERY SEAT in Council since 1930. The opposition voters have been disfranchised in a way that no group of Cincinnati voters has been since 1925.

Even though the opposition might rise to 49 per cent of the total vote, it STILL lacked a vote in Council.

With this absolute control, it was not

illogical that the Pendergast machine should name the city manager. And not only name him, but dictate all his policies and actions.

As a result, Kansas City's municipal government has functioned behind closed doors with Boss Pendergast on the throne. There was no debate on the merits of public issues in the open. The voting was a mere formality for the sake of the record.

But why, comes the question, did not 51 per cent of the people rise up and put in a reform Council?

In the first place, it is not easy to oust a political machine well fortified with patronage and with abundant favors to distribute. Cincinnati's long history of domination by the George B. Cox machine, in spite of occasional flurries of reform, illustrates that argument. . . .

P. R. does two things which tend to keep a politically-minded majority from overstepping bounds.

It keeps minority representation in Council and it forces the selection of better candidates by the political parties.

The comparisons between the quality of the seven Councils elected under P. R. and the quality of any seven Councils elected before 1925 prove the second point without need of any further evidence.

The value of a minority in checking unwise legislation was demonstrated no later than last year when the Republicans in Council proposed the creation of a Conservancy District. Although they appeared to have a fifth, and deciding, vote with them, they dropped the proposition under fire from the four Charterites.

We believe in the city manager form of government, but a city manager dancing to the tune of a political machine intent on its own perpetuation in power would be worse than useless.

P. R. makes it easier for Cincinnati to retain non-political management of the city's business.

P. R. makes it harder for a new George

B. Cox machine to be built up in Cincinnati.

Standard P. R. Rules for New York State

The joint legislative committee appointed last year to revise the New York State election law submitted a divided report to the state legislature at its recent session. The Republican report, signed by Assemblymen MacNeil Mitchell of New York City and Carl E. Darling of Dunkirk, contained the following recommendation:

Proportional and Preferential Voting. Wherever proportional representation has been adopted, it has required setting forth at length a moderately bulky set of special rules. There is such a set for counties in the optional county government law. There is such a set in the new charters of Yonkers and New York City. Other cities will doubtless be voting on similar provisions from time to time. Without in any manner indicating an opinion as to the desirability or practicability of proportional representation but solely for convenience and uniformity and to avoid needless duplication of provisions, we recommend that a new article be added to the election law setting forth standard rules for proportional representation which can be adopted by reference in any statute or charter with only such changes as the statute or charter may specify. We propose to include—as in the optional county government law—standard provisions for majority preferential voting, which is the corresponding method for the election of a single official instead of a group of representatives.

No attempt was made to carry out this recommendation this year; but because the legislature has another year to run and both houses have Republican majorities, there is a good chance of enactment in 1940.

A Jewish Testimonial from Ireland

One by-product of the Waterbury, Connecticut, campaign for a P. R.-city manager

charter is the following statement by Hon. Robert Briscoe, a resident of the P. R. manager city of Dublin and only Jewish member of the Irish Chamber of Deputies (*Dail Eireann*), recently given to a representative of the Waterbury Citizens Good Government Association.

"We find that wherever city management is combined with an elected representative legislative body, which retains in the hands of the legislators the right to prescribe policies of government, it works very satisfactorily. In fact, this form of city government is being gradually installed all over the country [of Eire].

"Dublin is a city functioning under the city manager plan, and the members of its municipal legislative body are elected by proportional representation. In fact, all elections in Eire are conducted under the proportional representation method of election, and have been for about twenty years.

"A legislative body, representative of the people and elected by proportional representation and having complete control of the policies of government, when combined with the plan of having an independent non-elective manager to administer the administrative functions of government, is the most democratic method of government we know. This plan makes it possible for the people to control their government by electing the legislators who prescribe the policies and who are responsible to the people. The manager, not being elected, is removed from political influence, and he is free to devote his attention to the business of managing the executive affairs of government.

"Proportional representation is, in our opinion, very necessary because we believe in democracy. P. R. assures every sizable minority a voice in the government while preserving majority rule. P. R. has worked very well all over Ireland during the last

twenty years, and we would not change it for any other system of elections yet devised."

LEGISLATIVE COUNCIL

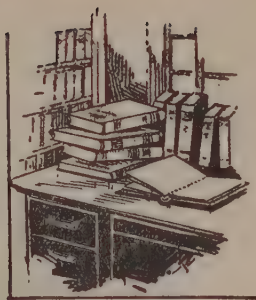
(Continued from Page 432)

lative mill in the last thirty days! The more alert citizens of the state, therefore, appear to be willing to give the council an opportunity to provide for more orderly, constructive, and responsible legislative planning to avoid the usual end-of-the-session rush.

The twin devices—the Department of Legislative Reference, which has enjoyed considerable popularity, and the research division of the council—should prove to be one of the strongest features of the plan. The state should receive many able and constructive reports on its problems from these agencies.

The student of government would like to prophesy that Baltimore City and the twenty-three counties of the Free State will receive better treatment at the hands of the legislature under the council. Such is not likely to be the case if the statute is viewed in the manner of a strict constructionist. As with other states having similar councils, however, the true test lies not so much in what is written into the act but rather the practical operation and administration of it. At the very least the Governor and the Democratic party in Maryland are to be congratulated on the establishment of this agency which would seem to be a step in the direction of better legislation and legislative procedure.

Recent Books Reviewed



EDITED BY ELSIE S. PARKER

The Government of Greater Germany. By James K. Pollock. New York City, D. Van Nostrand Company, Inc., 1938. xiii, 213 pp. \$1.25.

To the growing number of books in English on the National Socialist regime as a whole, Professor Pollock has added a study notable for its particular approach to the subject. As a textbook on government, it is of course comprehensive in scope. But its emphasis is not so much on political forces, ideological motivations, and the social and moral implications of the regime's methods and achievements, but rather on the governmental machinery that makes up the Third Reich. Two introductory chapters summarize the physical and cultural setting and the historical development of German government. A final chapter touches somewhat sketchily upon German foreign policy.

The remainder of the book is devoted to the set-up, scope, and functioning of the governmental machine, based on the distinction of politics and administration as the two main aspects of modern government. Successive chapters, accordingly, deal first with the ruling party, its leaders and theories, its elaborate organization, and its official position in the state; and with the political structure of the government, concentrating all powers in the Führer. There follow chapters on national administration, its direction, organization, personnel, and finances; on district and

local administration, including the liquidation of the states and the centralization of municipal government; and on the special administration of economic, social, cultural, and religious affairs.

The book contains a wealth of factual information on these matters of political organization and administration and reflects the author's familiarity with institutions unusually complex and baffling to the foreign observer. Its due emphasis on the central position of the Nazi party as a governmental institution, on the devices of centralization and integration of the administrative system but also its tangles and recurrent illogicalities, and on the deliberate confusion of basic powers reveal the author's grasp of the subject.

American administrators will find his succinct statements on departmental coordination, the civil service, the budget and financial administration of especial interest. Much may be learned from German experiences in matters of administrative technique if proper regard is given to the differences of political foundations. Professor Pollock's book, within the limits he has set himself, is a helpful guide to such comparative studies.

KURT WILK

Formerly with University of Berlin

City Manager Government in San Diego. By Harold A. Stone, Don K. Price, and Kathryn H. Stone for the Com-

mittee on Public Administration of the Social Science Research Council. Chicago, Public Administration Service, 1939. iv, 72 pp. Fifty cents.

The Big City. By Robert Sinclair. New York City, Reynal & Hitchcock, Inc., 1938. x, 419 pp. \$3.00.

Five Cities. By George R. Leighton. New York City, Harper & Brothers, 1939. x, 370 pp. \$3.50.

A well known philosophical theory has it that no two people see the same thing, be it ever so material, in the same way. These three books prove it. While all the authors do not, unfortunately for comparative purposes, write about the same city, they all write about cities from an over-all point of view. *Which* over-all point of view is what makes them as startlingly different as they are.

City Manager Government in San Diego is confined to a discussion of government, but it is not thereby limited to a narrow structuralism. The life of the city flows through this ninety-year tale of good and bad municipal government. Specifically, Messrs. Stone and Price and Mrs. Stone have seen government as a mobile institution driven by the twin steeds of form and personality. They show that although the council-manager form has worked better than the other forms used till 1932, it, like the others, has been affected by "good" and "bad" political personalities and citizen activity or inertia, as the case might be.

The writers find no case against council-manager government, but neither do they mount a soap box in its favor. That is not to say that they attempt to make generalizations applicable to all cities. This is a case study of municipal government in one city. Rich with specific details, it is for that very reason that the authors dare not report out lessons for the generality of cities. To the impatient practical citizen, this may be a disappointment. To

the political scientist, it may be a delight. Anyone may draw his own conclusions from the data set forth in *City Manager Government in San Diego*. It is a unique contribution to the source material of political science.

Mr. Sinclair's *The Big City* "takes the lid off the capital of the British Empire and, by implication, of [sic] every great metropolis of the western world," according to the blurb on the jacket. Here is another over-all view, but such a jaundiced view that fortunately the reader is warned away, by its very transparency, from taking the thing too seriously. The author set out to take off a lid, and was so concerned with letting the foul odors escape from the brew that he let out the vitamins too. It is much easier to report ill of anything under the sun than it is to report truly both good and evil. The author damages his own case by his one-sidedness.

The railroads, labor, the force of the moneyed interests, constitute the over-all view of *Five Cities*, by George R. Leighton, an interestingly told history of Shenandoah, Louisville, Birmingham, Omaha, and Seattle. Useful enough as a sketch of the three economic forces the author sees most clearly, the book loses the universal validity implied by the inclusive title because, again, Mr. Leighton has concentrated too narrowly.

Perhaps it is too much to expect that any one author can tell the full-bodied story of a city, cramming *all* the essential elements into the one canvas. Perhaps then one could not see the forest for the trees. But it sounds like a job worth trying.

M. R.

American Public Finance. By William J. Schultz. New York City, Prentice-Hall, Inc., 1938. xx, 807 pp. \$5.00

The revised edition of Dr. Shultz's book which first appeared in 1932, adds

treatise to the literature in this field which should meet the need of the general reader as well as the demand of the textbook market.

Somehow or other Dr. Shultz has succeeded in telling his story so simply and clearly that the book can profitably be used not as a mere textbook, but for ordinary reading as well. Of course there are chapters which must be read slowly and carefully, and more than once. This is inevitably true of the treatment of shifting and incidence. But it would be difficult indeed to go farther in the way of clarity and conciseness, without sacrifice of thoroughness, than Dr. Shultz has done.

It seems such a short time ago that there was a dearth of usable texts in this field. One can scarcely realize the present abundance, when Shultz's book is added to those by Buehler, Lutz, Jensen, and others, not to mention the many treatises in individual segments of the field. Only a little while ago public finance was scarcely more than a study of the forms of taxation. Later the aspects of governmental scope and function, and of expenditure, were included, and still later Lutz made financial administration permanently a part of the field.

Shultz, too, has played his role in devoting an entire section of the six into which his book is divided to "Federal-State-Local Fiscal Inter-relationships." It is difficult to justify any book on public finance in America, at least from now on, which omits an adequate treatment of this phase of public finance. In my opinion it will be permanently and increasingly important.

The appendices of Dr. Shultz's book contain a wealth of interesting material by way of forms used in assessment, budgeting, tax collection, and the like, which should lend realism to the descriptive material in the text.

While the treatment is strong throughout, it would not be fair to conclude without

noting the particular effectiveness of Shultz's treatment of the constitutional aspects of taxation.

And may I be pardoned if I repeat, here is a book on public finance which is readable enough for the ordinary citizen.

EUGENE GREIDER

Rutgers University

Specifications for the Annual Municipal Report (Tentative Draft). Chicago, International City Managers' Association, 1938. 16 pp. mimeo. Fifty cents.

In the sixteen pages of this booklet are clear concise instructions on how an annual municipal report should be put together and what it should contain. In the beginning the point is stressed that the report is to be made to citizens, not auditors or technicians. Also it advises the reporting official to tell the whole truth, not merely the facts which make a good showing.

Because it is admittedly a tentative draft it is to be hoped it will be read by lay citizens as well as officials, so they may make suggestions as to improvement from the taxpayer's viewpoint.

This reviewer hopes the draft will be read by political and social science teachers in our smaller cities, for they, with the help of the older high school pupils, could very well be of assistance in preparing the municipal report each year. In a little town of southern Illinois a public forum was held under the auspices of the local school system in the spring of 1938. The alert teacher of civics in the high school was present with the juniors and seniors, as was also the mayor and councillors. The discussion turned to the problem of proper municipal reporting, when the mayor hurriedly left and returned with a huge cardboard on which in colored chalk he had tried to diagram municipal income and outgo. Before the meeting ended an arrangement was worked out between the mayor and the teacher which each year will put the graduating students directly

in touch with their city government and provide the older citizens with a readable, comprehensive municipal report. The students are to gather the data, work up the diagrams, mimeograph or print the report, or in any appropriate way bring the result of their work to the taxpayers' attention, which persons will be, of course, their own parents.

If a similar project were carried out in every city, one of the tools needed would be this booklet.

W. J. M.

Additional Books and Reports Received¹

City Government

A Report upon a Survey of the Administrative Methods and Finances of the Government of the City of Johnson City, Tennessee. By Tennessee Taxpayers Association. Nashville, Tennessee, 1939. 185 pp. mimeo.

Police and Allied Powers of Municipalities in Texas. By Stuart A. MacCorkle. Austin, University of Texas, 1938. 203 pp.

Legislative Councils

Legislative Councils. By Maryland State Planning Commission. Baltimore, Maryland, 1939. 81 pp.

Planning

Regional Planning in the Pacific Northwest. By Lewis Mumford. Portland, Oregon, Northwest Regional Council, 1939. 20 pp.

Regulation of Residential Buildings. Overzoning for Business. First and second reports on Zoning in Cuyahoga County. Cleveland, Regional Association of Cleveland, 1938 and 1939. 7 and 21 pp. mimeo.

¹See also "Research Bureau Reports Received," page 460.

Police

Modus Operandi. By The Wichita Police Department. Wichita, Kansas, 1939. 69 pp.

Municipal Police Administration in Texas. By R. Weldon Cooper. Austin, University of Texas, 1938. 320 pp.

The Police Yearbook, 1938-39. Chicago, International Association of Chiefs of Police, 1939. vii, 296 pp. \$2.50.

Public Health

Health Insurance. By Committee on Social Welfare. New York City, City Club, 1939. 34 pp.

Proceedings National Health Conference, 1938. By Interdepartmental Committee to Coördinate Health and Welfare Activities. Washington, D. C., Superintendent of Documents, 1938. ix, 163 pp. Thirty-five cents.

Public Health Services. By Norman Wilson. London, William Hodges & Company, Limited, 1938. 244 pp. 7/6 net.

The Nation's Health. Discussion at the National Health Conference, 1938. By Interdepartmental Committee to Coördinate Health and Welfare Activities. Washington, D. C., Superintendent of Documents, 1939. 116 pp. Twenty cents.

Public Welfare and Relief

Aid to the Blind and to Dependent Children. By Research Department, Illinois Legislative Council. Springfield, Illinois, 1938. 33 pp. mimeo.

Federal Aid for Relief. By Edward Ainsworth Williams. New York City, Columbia University Press, 1939. 269 pp. \$3.25.

Problems and Procedures of Unemployment Compensation in the States. By Walter Matscheck and Raymond C. Atkinson for the Committee on Social Security of the Social Science Research Council. Chicago, Public Administration Service, 1939. 85 pp. \$1.25.

Social Work Year Book 1939.

Edited by Russell H. Kurtz. New York City, Russell Sage Foundation, 1939. 730 pp. \$3.50.

State Government

Reorganizing State Government in Colorado. Denver, Colorado, Bureau of Business and Social Research and School of Commerce, Accounts, and Finance of the University of Denver, 1939. (Issued concurrently as Pamphlet No. 23 of the City Club of Denver.) 24 pp.

The State Administrative Board in Michigan. By George C. S. Benson and Edward H. Litchfield. Ann Arbor, Bureau of Government, University of Michigan, 1938. x, 107 pp. Fifty cents.

Taxation and Finance

Income in the United States, 1929-37. By Robert R. Nathan. Washington, D. C., United States Department of Commerce, Bureau of Foreign and Domestic Commerce, 1938. 42 pp. Ten cents.

The Public Debt. New York City, Tax Policy League, 1939. 15 pp. mimeo. Twenty-five cents.

Taxation of Intangibles in Michigan. By Robert S. Ford and William B. Wood for Bureau of Government, University of Michigan. Ann Arbor, University of Michigan Press, 1939. ix, 156 pp.

Tax Delinquent Land in California. A Review of the Problem and a Plan for Its Solution. By California State Planning Board. Sacramento, 1938. 89 pp.

Taxing Intangibles—The Problem and Methods. (Based on *Taxation of Intangibles in Michigan*, listed above). By

Bureau of Government. Ann Arbor, University of Michigan, 1939. 13 pp.

Taxpayers' Organizations: Supplement. New York City, Tax Policy League, 1939. 28 pp. mimeo. Fifty cents.

Miscellaneous

A Deposit System for Independent Nominations. By Walter M. Weis. New York City, City Club, 1939. 12 pp.

A Manual for Justices of the Peace in Wisconsin. By Roy Tulane. Madison, League of Wisconsin Municipalities, 1938. 29 pp. mimeo. \$1.00.

Play Space in New Neighborhoods. A Committee Report on Standards of Outdoor Recreation Areas in Housing Developments. New York City, National Recreation Association, 1939. 23 pp. Twenty-five cents.

Progress Report. By National Resources Committee. Washington, D. C., Superintendent of Documents, 1939. v, 51 pp. Fifteen cents.

Street Cleaning Practice. By the Committee on Street Cleaning. Chicago, American Public Works Association, 1938. xiii, 407 pp. \$4.00.

The Public Works Administration. By Jack F. Isakoff. Urbana, University of Illinois Press, 1938. 166 pp. \$1.50 paperbound; \$2.00 clothbound.

Classification and Pay Plans for Municipal Public Libraries. By American Library Association. Chicago, 1939. xv, 189 pp. mimeo. \$2.25.

The Delaware River Basin—The Upper Valley. Planned Development or Exploitation? Philadelphia, The Interstate Commission on the Delaware River, 1939. 20 pp.

